













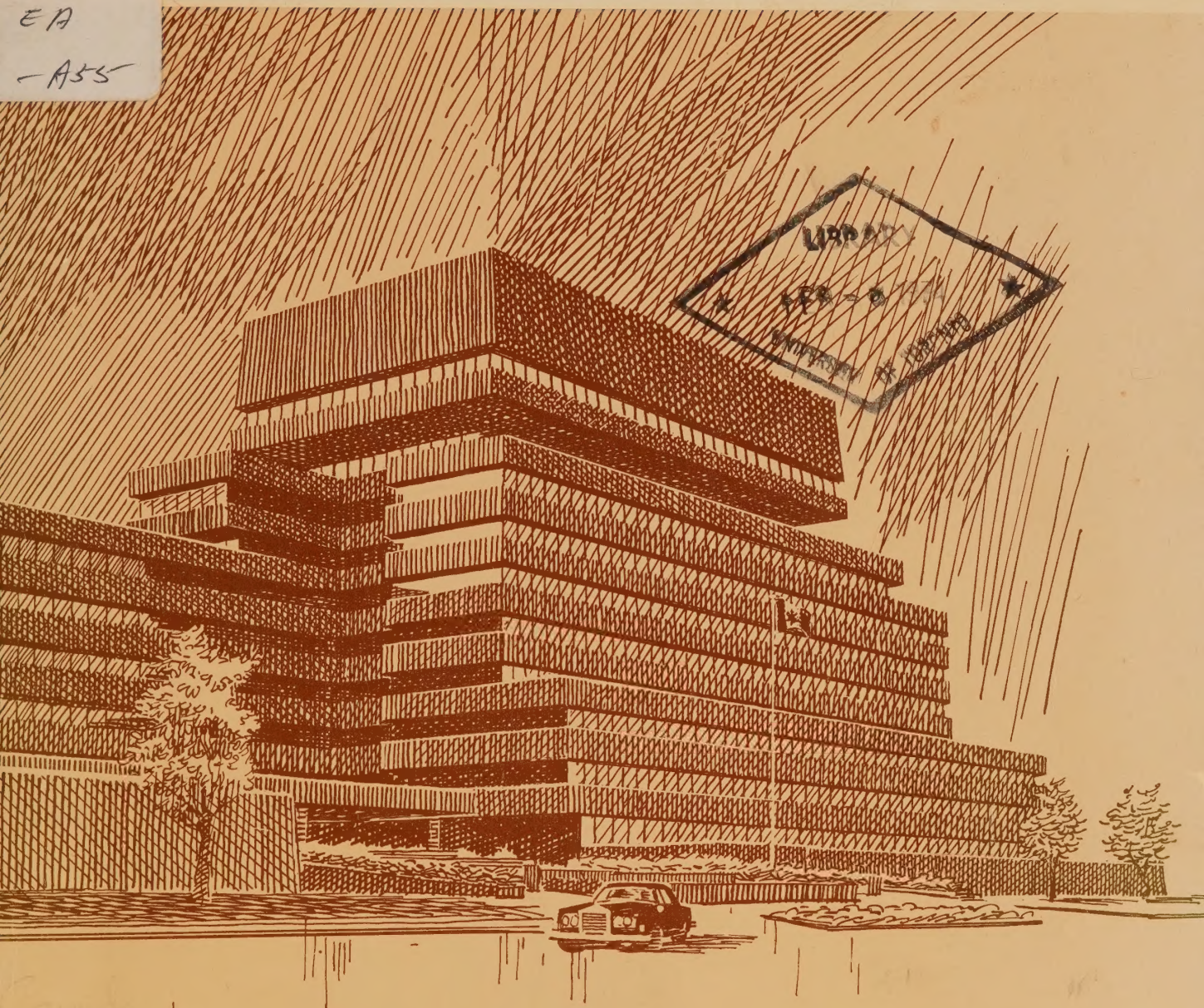


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DEPARTMENT OF EXTERNAL AFFAIRS

**annual review 1972**



## **The Lester B. Pearson Building**

If it be true that "the style is the whole man", the architectural presentation of the new External Affairs headquarters on Sussex Drive is an accurate reflection of the functional scope of the department and an appropriate monument to the Canadian statesman whose name it bears.

Avoiding any of the previously used architectural conventions, the design of this cluster of buildings surprises by its unexpected form and original character. It is a whole city-scape, with terraces and landscapes built into it and upon it. This type of architecture takes one back to medieval building whose great stone walls rose like cliffs from the earth mellowing with the passage of time, the rythm of seasons and the evolving shapes of trees and garden plants.

Its new headquarters now make it possible for External Affairs to satisfy the working convenience of its members and to respond as well to the needs of Canadians who visit their capital city, wanting to know what goes on here and how Canada keeps in touch with the rest of the world through the medium of the department.



# CANADIAN FOREIGN RELATIONS

1972





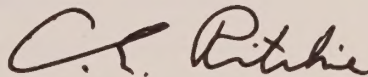
Published by authority of the  
**Hon. Mitchell Sharp,**  
*Secretary of State for External Affairs*



The Honourable Mitchell Sharp,

*Secretary of State for External Affairs*

I have the honour to submit for your consideration the Annual Review of the Department. In accordance with the provisions of the Department of External Affairs Act, this report deals with our activities during the calendar year 1972.

A handwritten signature in dark ink, appearing to read "C. L. Ritchie". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

*Under-Secretary of State  
for External Affairs*

Ottawa, November 1973.



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# A YEAR OF CHANGE IN WORLD POWER RELATIONSHIPS

The year 1972 may come to be regarded by future historians as the watershed between the post-war period and an era of new international relationships. This has not, of course, been a sudden development, for the transformation of the world system has been occurring gradually if erratically over the past several years. Images of thaw have recurred—from cold war to *détente*, from bipolarity and rigidity to diversity and fluidity. But 1972 seemed to be a kind of turning point, and the unusual number of dramatic encounters among the leaders of the great powers promises to be of long-term significance for world politics.

Canada stands to benefit from this trend and has helped in some measure to give it momentum. Canada views itself as an Arctic, Pacific and Atlantic nation as well as a nation of the western hemisphere, and in late 1971-72 these dimensions were made evident by the reciprocal visits of the Canadian and USSR prime ministers; by the large trade delegations to China led by the Minister of Industry, Trade and Commerce and the Secretary of State for External Affairs; and by steps to strengthen our relations with the expanded European Community and Japan as well as Latin America. At the same time, Canadian foreign policy has focused more closely than ever before on the international ramifications of such questions of domestic concern as national unity and regional disparities, inflation and unemployment, resource management and the environment. Of particular importance, however, and in the forefront of concern for a great many

Canadians is the question of our present and future relationship with the United States in the light of changing domestic and international circumstances. This has been the subject of difficult negotiations, widespread discussion and comprehensive review.

## On the world scene

The postwar era is now coming to an end. The two superpowers, recognizing a situation of strategic parity, increasingly seek accommodation as new power centres in Europe and Asia emerge to challenge in a number of ways their predominant positions. Indeed the crux of the Nixon Doctrine is an effort to reconcile the United States' international role with this new situation. The Soviet response, while not as sudden or dramatic, also seems to reflect these changes. The European Community and Japan have become global economic powers in their own right, and while the political cohesion of the Community is still in its formative stages and the political role of Japan has yet to be affirmed, both are pursuing new courses of action which would not have been feasible in a more rigid, bipolar world.

China is emerging as a great power in Asia; though still a developing country in many important respects, its potential has been recognized and accepted. For its part, China now seems prepared and even anxious to play an active role in international affairs, particularly as a supporter of those countries which it regards as the underprivileged and the exploited.



## New factors in foreign policy

These developments have been accompanied by a changing emphasis, at least in the industrialized world, away from factors which have traditionally influenced the formulation of foreign policy. While national survival must remain the paramount consideration in a system of nation states, military threats seem less menacing to many people than threats to the quality of life. Urban poverty and resource depletion respect no boundaries, whether physical or political. Assured sources of raw materials, including fuels, the transfer of technology, the control of pollution and the growing strength of multinational corporations are becoming matters of very wide concern. Such issues as international monetary reform and trade liberalization, which directly affect economic well-being, are also assuming much greater importance in the public mind. The need for international regulation of the wide range of activities which now cut across national boundaries and, like multinational enterprises, largely escape national control, is becoming more obvious. Increasing ease of communication *via* satellite and vastly increased travel move man closer to the global village concept with its attendant changes, confusions and new vistas.

But these preoccupations are those mainly of post-industrial societies. For the developing countries, where two-thirds of mankind live, a rising gross national product is more important than controlling the industrial pollution which is a by-product of that growth. This difference of approach, while understandable, has been shown to contain the seeds of divisiveness as, for example, at the Stockholm conference on the environment in June. Nor do these newer concerns of a more affluent world in any way lessen the continuing urgency of aid for the developing countries to reduce the widening gap between rich and poor. Here the earlier enthusiasm for foreign aid is now tempered by the realization that economic development is a long, hard road demanding a determined and sustained effort to cope with what often seem intractable problems.

## Toward stability

Significant progress has been made in 1972 toward reducing tension throughout the world, buttressing inter-

national cooperation and strengthening the possibility of a lasting East-West *détente*. The high points of the year have been President Nixon's visits to Peking and Moscow, the protracted negotiations which were to lead to the formal ending of hostilities in Indochina early in 1973, the enlargement of the European Community, the settlement of the Berlin problem, the improvement of relations between the FRG and its Eastern neighbours, and the USA-USSR agreement to limit strategic arms. The Middle East and Southern Africa remained areas of undiminished tension.

The continuing conflict in Indochina and particularly the United States' direct military involvement had for some years placed a strain on the Western alliance, while Soviet and Chinese assistance to the North Vietnamese and Viet Cong severely restricted efforts to move in a positive manner toward improving East-West relations. By 1972, however, the conflict had become a stalemate and more active negotiations toward a settlement have reflected this fact. Canada agreed to participate in a new international commission to supervise a cease-fire and in the international conference called to ratify it.

Mr. Nixon's historic visit to China was the first by a President of the United States. It indicated in a striking way the changing direction of American foreign policy and emphasized the importance of China as a power of growing consequence. The visit to the Soviet Union set another precedent for a U.S. head of state. Although not as dramatic as that of the earlier visit to Peking, the impact of President Nixon's discussions with the Soviet leaders has in many respects been more profound. The visit's main purpose can be seen as a determined effort by the leaders of the United States and the Soviet Union to define and clarify for their own purposes areas of future contact, collaboration and understanding. Their negotiations point to numerous benefits which might follow from a general relaxation of tension, including forward movement on strategic arms limitation and trade expansion. What has emerged is essentially a code of conduct to avoid confrontation in an age of mutual deterrence.

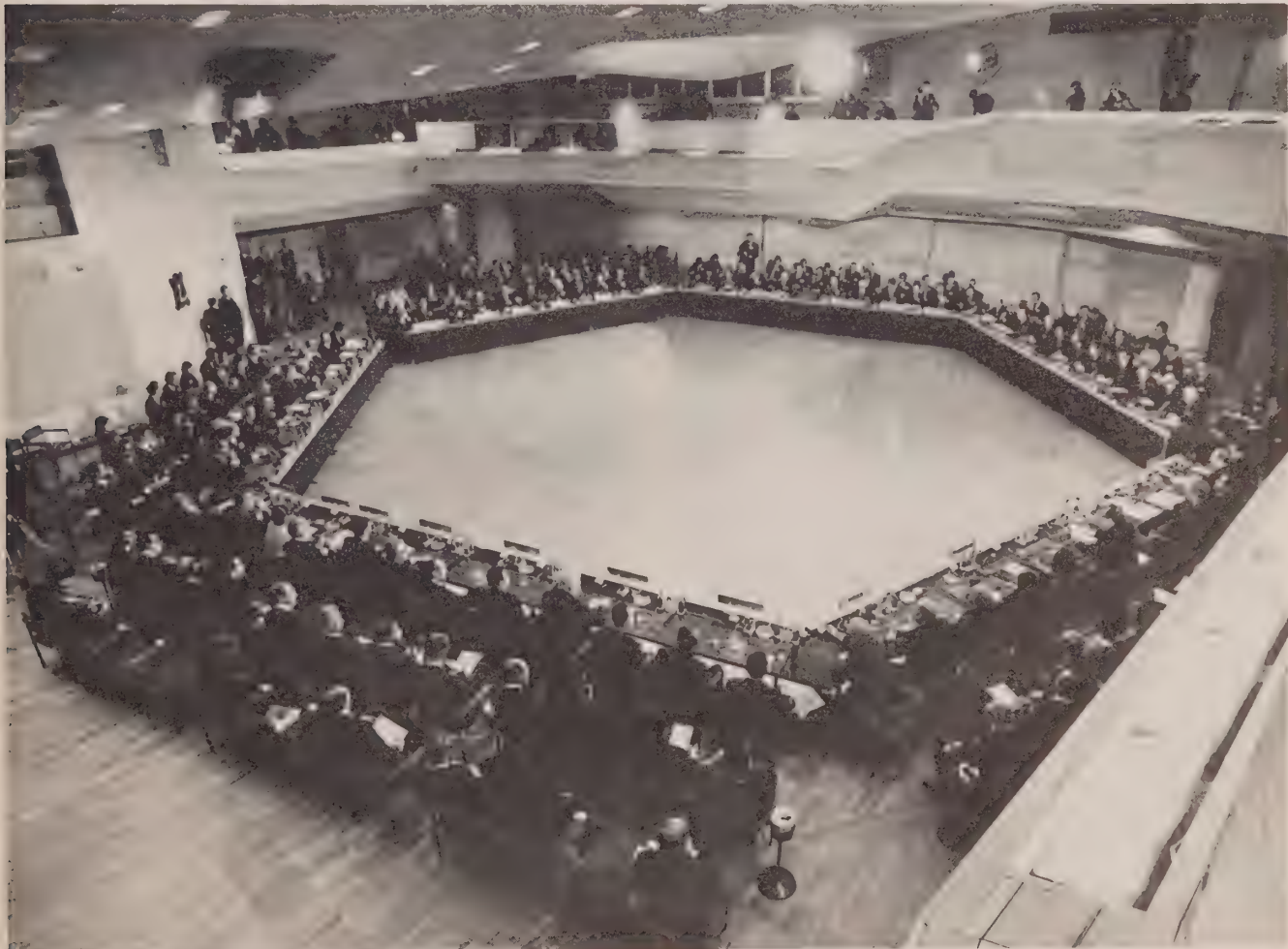
The visits to Moscow and Peking have had repercussions far beyond the scope of the United States' bilateral

relations. More governments, including in particular Japan, have recognized Peking and explored opportunities for increased contacts. Tensions in Asia have relaxed appreciably. In Europe the confrontations of a generation are subsiding.

**Europe**

Britain's historic decision (along with those of Ireland and Denmark) to bind her future to that of the European Community may signal a turning-point in

European history. At the least there is a new sense of purpose and achievement in Western Europe, along with a growing strength. These developments have gone in concert with vigorous and successful efforts by the Federal Republic of Germany to improve its bilateral relations with the USSR and the countries of East Europe, and with other initiatives, both bilateral and multilateral, to reduce tensions, enhance security and expand cooperation in spite of differences of political and economic systems. The high points of Chancellor



*Preliminary talks for the Conference on Security and Cooperation in Europe opened at Helsinki on November 22, with representatives of 34 nations in attendance. For the first time in 150 years, all the European countries except Albania, which declined, were invited to participate in a political conference. The United States and Canada are also among the negotiating states.*

*Lehtikuva Oy Photo*



Brandt's *Ostpolitik* were the FRG-USSR treaty and trade agreement, the FRG-Polish treaty, and the basic treaty between the Federal Republic of Germany and the German Democratic Republic, paving the way for their more active participation in international affairs. Other notable developments were the four-power agreement on Berlin, the opening of multilateral consultations on the Conference on Security and Cooperation in Europe (CSCE) and the agreement to hold exploratory talks on mutual and balanced force reductions (MBFR) in Central Europe.

One of the major vehicles for the movement toward *détente* in Europe has been the North Atlantic Treaty Organization. The alliance, which was formed primarily to deal with the threat of Soviet military expansion, has now become the main coordinating mechanism of its member governments in their preparations for the CSCE and the talks on MBFR.

### **Economic and monetary problems**

The need for a reform of the international monetary system is becoming more acute, particularly in the light of the weakening of the dollar and United States' attempts at corrective measures which, in turn, have significantly affected trade relations with Canada, Japan and the EEC. The numerous currency crises, parity changes and "floats" during 1972 signalled the effective end of important elements of the Bretton Woods monetary arrangements set up in 1946, and the necessity to devise a new reserve currency and adjustment system to correspond to changing economic realities. The major trading nations agreed to open in 1973 a new round of multilateral negotiations to reduce barriers to trade which, if successful, could improve the climate for progress in other areas. Although the Third United Nations Conference on Trade and Development held in Santiago in April and May tended to underline once more the wide disparities between rich and poor, agreement was reached to associate the developing countries with the negotiations on trade and monetary reform.

While the major trading nations are attempting to resolve the question of currency realignment, glimpses have appeared of a new type of problem which may in the future have even greater impact on international

relationships. The steady increase in the consumption by industrialized states of raw materials, including fuels, has begun to lead to concern about future price trends and availability of supply, a development with important implications for relations between raw material producers and consumers.

### **Environment**

The year 1972 witnessed the holding of the United Nations Conference on the Human Environment at Stockholm, the first world congress of its kind. There was general acceptance there of certain principles to govern international behaviour affecting the environment, and UN machinery was created to follow them up. Despite the differing priorities which states attach to action in this field (depending on their views of the costs and responsibilities involved), it seems clear that the need for increased international cooperation for the better management of planet earth is recognized by all governments.

### **Canada and the world scene**

Canadian foreign policy is the extension of national policies abroad, subject of course to the restraints imposed by the international community and the negotiation of differences with other governments. Its principal aim is to preserve for Canadians the essential independence of action and expression that will enable Canada to survive, to grow and to make its own contribution to an interdependent world. Some important secondary aims which contribute to this primary goal are the safeguarding of national territory, coastal waters and natural resources, the reduction of barriers to trade, the promotion of arms reduction and control, the protection of the human environment through international cooperation, the regulation of foreign investment and the improvement of the quality and management of development assistance. The fulfilment of these objectives is qualified both by political opportunities and constraints which may present themselves at any given time and by Canada's own physical capacities, limited by developments in the world economic system into which the Canadian economy is closely integrated.

### **The plus and the minus**

In 1972 the world environment was relatively congenial to Canadian aspirations. East-West relations both in Europe and in Asia continued to improve. The chances for concluding a cease-fire in South Viet-Nam seemed better. Elsewhere, as in the Middle East, the prospects were less promising and the uneasy truce was marred by outbreaks of violence. In Cyprus, where 500 Canadian soldiers still remain after eight years of service with the United Nations Force, the search for a negotiated settlement was still going on. Efforts to obtain international agreement on principles of pollution control bore fruit, and some progress was made toward clarifying the issues at stake in the Law of the Sea. Exports grew by 12 percent over 1971, although the balance of current account resumed its deficit position after two years of surplus. Foreign aid disbursements increased by 21 percent. The devaluation of the US dollar may have had little domestic effect in Canada, but the close interaction of the two currencies resulted in somewhat increased competitiveness for Canadian exports.

The entry of Britain into the European Community ended the old Commonwealth preferential system and raised the prospect of further barriers for Canadian exports, although in the long run British membership was expected to strengthen Canada's relationship with the European Community as a whole. The lifting of the U.S. import surcharge did not exclude the uncomfortable possibility that the difficulties which led to its imposition could reappear. Growing imports of overseas oil and the potential effects of the U.S. balance of payments and security added a new dimension to the debate about the development of Canada's North and over policies of resource conservation and foreign ownership. If the devaluation of the dollar was not in itself disrupting except to Canadian tourists, Canada had reason to be concerned, like everybody else, about the shaky state of the international monetary system.

### **Hemisphere developments**

The United States is Canada's closest neighbour, best customer, and strongest ally. But Canadian and American interests do in fact differ in important respects,

which difficult negotiations early in the year on the future of trade in automobiles and defence products made clear. The proper management of this relationship which encompasses a vast array of questions ranging from strategic defence to, for example, pollution of the Great Lakes (an agreement on which was signed in 1972), is Canada's greatest external challenge. In October, 1972, following Cabinet discussion and approval, the Secretary of State for External Affairs published a study entitled "Options for the Future" which concluded that the best means of achieving the goal of living distinct from, but in harmony with, the United States was for Canada to pursue a comprehensive, long-term strategy of developing and strengthening the Canadian economy and other aspects of its national life. The principal means of conducting this policy would be domestic, not external, but it implied a concerted effort to diversify and expand the scope and dimensions of Canada's foreign relations, in the economic, technological and cultural fields in particular, with the countries of Europe as well as with Latin America, Asia and the Third World. The changing world power relationships discussed earlier could facilitate this emphasis on diversification.

### **Longer-term prospects**

The task of diversifying Canadian interests is a long-term one. There is unlikely to be a sudden change, for example, in the pattern of Canada's external economic relationships. Nevertheless, Canada's diplomatic activities in 1972 ranged across a wide spectrum. Ties with Europe were cultivated actively through consultations with the European Economic Commission and with senior officials in capitals of the enlarged Community. Canada's diplomatic representation to the European Community in Brussels was strengthened and raised to separate ambassadorial status. There was involvement in the preparations for the Conference on Security and Cooperation in Europe and the negotiations on Mutual Balanced Force Reductions; exchanges of visits with several of the countries of East Europe; bilateral meetings on science and technology with the Federal Republic of Germany and Belgium, on cultural and scientific cooperation with France, and on industrial



exchanges and cultural cooperation with the USSR; the renewal of the Canada-Soviet trade agreement; and, perhaps most satisfyingly for the average Canadian, the successful exploits of Team Canada against the Russian hockey team.

In Asia there was a series of exchanges with the People's Republic of China, the highlights of which were the August Canadian Trade Fair in Peking and the visit by the Secretary of State for External Affairs at that time. Diplomatic relations were established with the

new nation of Bangladesh and a significant aid programme agreed upon. Trade with Japan expanded to the point where that country is now close to overtaking Britain as Canada's second trading partner.

Canada has also continued to strengthen its relations with Latin America, acquiring Permanent Observer status at the Organization of American States and full membership in the Inter-American Development Bank. Membership in the Commonwealth and the group of countries known as *La Francophonie* has continued to



The Secretary of State for External Affairs, Mr. Mitchell Sharp, addresses the UN General Assembly, outlining Canadian policy on the main agenda items. Seated at the presidential rostrum (l. to r.) are Secretary-General Kurt Waldheim, Leopoldo Benites, President of the Assembly, and Bradford Morse, Under-Secretary General for Political Affairs.

UN Photo

involve many Canadians of both languages in international exchanges reflecting particular professional and cultural interests.

The United Nations, in addition to its traditional concern with the maintenance of international peace and security, has been increasingly preoccupied with such items as aid and trade questions, environmental control, territorial waters, resources of the sea, outer space, and, especially in the ICAO, safeguarding commercial airlines against hijacking. Canadian delegations played an active role in the consideration of these issues in 1972

and took a leading part as well in the discussion of security matters such as peacekeeping procedures and arms control. Canada continued to press for the cessation of all nuclear tests.

The pages which follow discuss these and other Canadian external activities in more detail. The common thread is the defence and promotion of Canadian interests, interpreted in a sense which corresponds to the view of most Canadians that their country should play a responsible, responsive and constructive role in world affairs.





# I

## REGIONAL ACTIVITIES

### AFRICA AND THE MIDDLE EAST

#### **Commonwealth Africa**

Africa is the poorest continent of all. It includes 18 of the 25 countries designated by the United Nations as the world's least developed. Furthermore, Africa contains the largest areas in the world which remain under European colonial rule; Southern Africa is the scene of a dangerous and growing confrontation between ruling white minorities and black majorities; and in various parts of the continent unresolved social or political tensions have erupted from time to time in violent conflict. In 1972, therefore, as in earlier years, Canadian activities in Africa concentrated heavily on development assistance programs, on working for peaceful change and on assistance to victims of oppression. These aims were pursued through bilateral relations and through the Commonwealth and United Nations institutions.

By the end of the year, Canada's first resident high commission was established in Lusaka, Zambia, making a total of eleven Canadian embassies or high commissions in Africa south of the Sahara. The establishment of the Lusaka mission provided the Government with more direct information on developments in this sensitive area of Africa. It also provided for more effective administration of Canada's expanding program of economic and technical assistance to Zambia.

One of the most significant events of recent years in the continuing dispute over the future of Rhodesia was the finding, in May, 1972, by the Commission on Rho-

desian Opinion under Lord Pearce that the terms proposed for a settlement in Rhodesia were not acceptable to the people of Rhodesia as a whole. As the Secretary of State for External Affairs noted, this finding and its acceptance by the British Government mean that any solution that is now proposed must be one which can engage the confidence of the African people of Rhodesia. The Canadian Government made clear that it continued to support the aim of democratic majority rule in Rhodesia and, in accordance with its United Nations obligations, would maintain economic sanctions against the illegal regime. To assist African refugees from Rhodesia, Canada pledged \$75,000 to a Commonwealth scholarship fund for Rhodesian Africans. It also made contributions to the United Nations Trust Fund for Southern Africa and to the United Nations Education and Training Program for Southern Africa.

Like others around the world, Canadians were shocked by the abrupt decision of the Ugandan Government to expel virtually all residents of Asian origin on three months notice in August, 1972. The Prime Minister and the Secretary of State for External Affairs expressed regret at President Amin's action and Canada moved quickly to demonstrate its humanitarian concern for the expelled persons by offering to admit a substantial number of them as immigrants. The admission of more than 5,000 of these Ugandan Asians to Canada in a short time involved a massive airlift and strenuous efforts by the staff of several government departments



Of the 45,000 Asians expelled from Uganda in 1972, Canada welcomed about 5,000. Pictured above are some of the refugees on their arrival at Montreal.

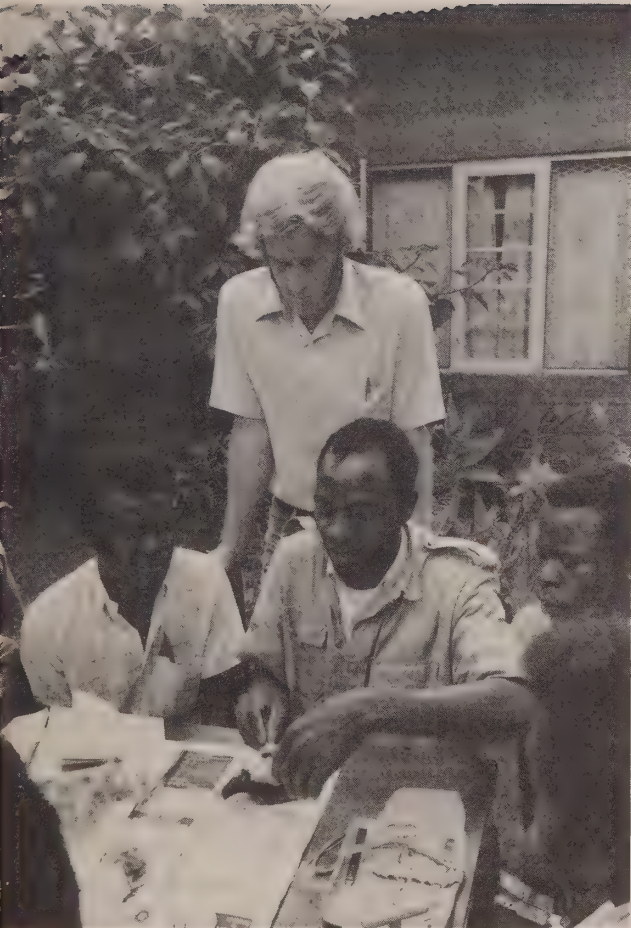
in Canada and in East Africa. As an outcome of this operation, Canada established in Nairobi, Kenya, its first immigration office in Africa south of the Sahara. Hitherto, Canadian immigration activities had been limited and passive in this area for fear of attracting too many of the skilled and educated individuals whom the African countries so badly need for their own development and whom Canada has been helping to train through technical assistance programs.

In pursuance of its efforts for the achievement of social justice through peaceful change, Canada supported resolutions at the United Nations General Assembly which condemned the South African Government's *apartheid* policies. It welcomed the efforts of the Secretary-General of the United Nations to initiate contact with the parties concerned in the dispute over Namibia (South West Africa), with a view to ensuring the right of the people of that territory to self-determination. Canada also supported Resolution 2918 of the General Assembly, which called for negotiations

between the Portuguese Government and the people of the Portuguese-ruled territories in Africa. But the Canadian representative at the United Nations expressed reservations about sections of that resolution which implied support for violent solutions or which appeared to call for a cessation of trade in peaceful goods with Portuguese territories. The Canadian Government continued to refuse the sale to Portugal of arms or military equipment for use in Africa.

The size and the pace of commitments of Canadian development assistance to Commonwealth countries in Africa increased significantly in 1972, and a total of \$64 million was allocated to this program. Among the major new loan commitments were \$26 million for East African harbours and \$20 million for the improvement of the Dar-es-Salaam water supply. The only exception to the upward trend in aid activities was Uganda, where disturbed internal conditions resulted in the departure of some Canadian aid personnel who were unable to continue effective work.





A CIDA ornithologist instructs students at the Mweka College of African Wildlife Management in Northern Tanzania.  
James H. White Photo

### French-speaking Africa

The 23 countries of Africa which use French as an official language constitute a vital field of international activity for French-speaking Canadians. In *francophone* Africa, as elsewhere in the continent, economic and technical assistance was a major feature of Canadian activities in 1972. The total allocation of funds for Canadian aid to *francophone* Africa was increased in that year to \$69 million. A visit to five countries of Africa (Senegal, Mali, Niger, Ivory Coast and Togo) by the President of the Canadian International Develop-

ment Agency (CIDA), Mr. Paul Gérin-Lajoie, accompanied by the Commissioner-General for Cooperation of the Quebec Ministry of Intergovernmental Affairs, Mr. Yves Michaud, demonstrated both the importance that Canada attaches to its aid program in these countries and the vitality of federal-provincial cooperation in this field. Another feature of Canadian relations with *francophone* Africa was the growing number of meetings and conferences held within the framework of *La Francophonie* and the numerous Canadian contributions to the activities and programs of the Agency for Cultural and Technical Cooperation.

A sustained effort was made in 1972 to add depth and strength, in a variety of ways, to the relations between Canada and all the French-speaking countries of Africa, but developments were specially notable in North Africa (the Maghreb). Visits of economic and commercial delegations were exchanged between Canada and Algeria, culminating in the signature of the agreement for the sale of 10 million bushels of wheat between 1973 and 1977. The year 1972 was also that in which Canada participated for the first time in the International Fair of Algiers and inaugurated a youth exchange program (Canada - World - Youth) with Tunisia and Cameroon. A commercial agreement was signed with Tunisia on the occasion of the annual meeting of the Canada-Tunisia Mixed Commission, an institution which continued to reinforce Canadian economic and cultural ties with Tunisia. The decision was announced to open a Canadian embassy in Morocco in 1974 and Morocco reciprocated by establishing an embassy in Ottawa in the course of the year under review.

Official visits undertaken in some of these countries reinforced more particular Canadian interests and activities. The Hon. Jean Chrétien represented the Canadian Government on the tenth anniversary of independence of Cameroon, which also coincided with the inauguration of the Rehabilitation Centre for the Handicapped established in Cameroon by Cardinal Léger of Montreal. In Algeria, Dr. Gaston Isabelle, the Parliamentary Secretary to the Secretary of State for External Affairs, attended the tenth anniversary of independence celebrations. Of special interest was the



visit undertaken by the Hon. Paul Martin, Leader of the Government in the Senate, to Senegal, Ivory Coast and Niger. On that occasion Senator Martin had important discussion with President Senghor of Senegal, President Diouri of Niger and ministers of the Government of Ivory Coast. In Niger, Senator Martin presided, at the invitation of the Government of Niger, at the opening of the first section of the "Unity Road" which is in great part financed by CIDA funds and represents for the people of Niger the equivalent of the Canadian Pacific Railway in their process of nation-building.

## **The Middle East**

Unhappily, no progress toward a peaceful settlement of the Arab-Israeli dispute was evident during 1972. The existence of this dispute therefore remained for Canada, as for other countries, a major determinant in its relations with that important part of the world. At the same time, efforts were made during the year to intensify bilateral relations with individual countries in the Middle East, in pursuit of a variety of Canadian interests apart from our concern with the continuing threat to international peace and security. These interests included increased commercial activity and a substantial program of immigration.

On the dispute itself, Canada continued to express, in the United Nations and elsewhere, support for Security Council Resolution 242 which was adopted on November 22, 1967. Canadian spokesmen maintained the view that the full implementation of this resolution, which meets the essential positions of the parties to the dispute and entails an equitable balance of obligations on both sides, offered the best available means of achieving peace in the Middle East.

The Palestinian refugee problem, to which any peace settlement must provide a just solution, continued in

1972 to be a breeding ground for incidents of violence and loss of life in the Middle East. In the absence of a solution to the refugee problem, Canada continued to give substantial support to the work of the United Nations Relief and Works Agency. The Canadian contribution increased by \$200,000 in 1972, bringing our total contribution to \$1.55 million.

No new diplomatic posts were opened in the Middle East, but the four existing Canadian embassies were strengthened with additional personnel to cope with increased activity. In recognition of the increasing orientation of Libya toward Egypt, diplomatic accreditation to that country was shifted from the Canadian embassy in Tunis to the embassy in Cairo. Toward the end of 1972, moves were undertaken for the establishment of diplomatic relations with the Kingdom of Saudi Arabia because of that country's importance in Middle Eastern Affairs and among Islamic nations, as well as in the context of world energy requirements. At the same time, arrangements were made for a tour of the countries of the lower Persian Gulf by the Canadian Ambassador in Tehran, to confirm Canadian interest in this region which offers considerable commercial potential, and to provide the Government with material for a comprehensive review of the situation in that area.

Trade statistics reflected an increased Canadian commercial activity in the region. Both Canadian exports to and imports from most Middle Eastern countries rose in 1972, and it was expected that, as a result of greater Canadian promotional efforts, trade would continue to grow significantly. The Export Development Corporation undertook in January, 1972, to provide loans to Israel totalling up to \$100 million for the sale of Canadian goods and services, following a pattern of similar transactions with other countries in the Middle East.

## **ASIA AND THE PACIFIC**

### **East Asia China**

In 1972, Canada's efforts were directed at consolidating its relations with China. Visiting Peking in

August for the opening of the Canadian trade fair, Mr. Sharp obtained the agreement of the Chinese authorities to raise the level of scientific, academic, cultural, technological, commercial and sports exchanges between

the two countries. At the same time, their Minister of Foreign Trade visited Canada where he opened a Chinese trade fair and discussed with his Canadian counterpart the prospects for trade relations between the two countries.

In the aftermath of these visits, numerous delegations were soon crossing the Pacific in both directions. On the Chinese side, technical groups in the fields of energy, mining, electricity, chemistry, physics and health came here to acquaint themselves with the state of these sciences in Canada. On the other hand, Canadian businessmen and technical personnel from the mining and metallurgical industries visited China for the same purpose. In the field of sports, Chinese and Canadian athletes exchanged visits and a company of Chinese acrobats toured four Canadian cities.

On the trade side, China honoured its commitment to purchase Canadian wheat, and further wheat sales were announced at the end of the year. The Canadian trade fair in Peking and the subsequent visits of Chinese trade missions resulted in substantial sales of potash, nickel and scrap iron to China. Moreover, the two countries agreed to establish an air route between Canada and China.

All these exchanges contributed to the assertion of a Canadian presence in China at a time when Peking was resolutely moving toward normal relations with the greater part of the Western world. In Canada they promoted a better understanding of China, while for China they facilitated contacts with Canadian commercial as well as cultural and scientific circles. The interest raised in Canada by these developments has been and will continue to be translated into demands for further exchanges on a broader and more varied scale.

## **Indochina**

The Canadian Government's primary objective in Indochina since 1954 has been to contribute in every possible way to bringing peace and security to the peoples of that region. This has been pursued mainly through Canada's presence on the three International Commissions for Supervision and Control (ICSC) in

Viet-Nam, Laos and Cambodia, which were established in 1954 under the provisions of the Geneva Accords.

Except in their early stages, unfortunately, these Commissions have never been particularly effective, and 1972 was no exception. Although developments toward the end of the year pointed to the possibility of peace in Indochina, the early part of 1972 brought a major offensive by North Vietnamese and local Communist forces in South Viet-Nam, which triggered in response a resumption of heavy U.S. bombing in North Viet-Nam. The ICSC for Viet-Nam was as usual powerless to prevent or to halt such operations. The intensity of the fighting in South Viet-Nam spilled over the borders into Laos and Cambodia and the situation deteriorated seriously in both countries. The ICSC in Laos was unable to play any constructive part in helping to restore peace, while in Cambodia the ICSC played no role whatever, having been adjourned *sine die* in 1969 at the request of Prince Sihanouk.

In October, the question of Canadian participation in a new peacekeeping operation was broached. However, by the end of the year the anticipated cease-fire had not been agreed upon by the belligerents and Canada's participation remained hypothetical.

Canada's secondary interest in Indochina is related to the first: improving the quality of life of the peoples of the region through economic assistance and humanitarian programmes administered by the Canadian International Development Agency. Emphasis continued to be placed upon emergency and humanitarian relief needs, primarily in the medical (rehabilitation and public health) and social sectors. In 1972, the South Vietnamese Government assumed full control over the operations of the Quang Ngai tuberculosis control centre which had received Canadian technical and capital assistance. Canada had also given \$2 million in the last few years, through the Mekong Committee, to assist in the first stage of the Nam Ngum Hydro-Electric Project in Laos, which went into partial operation in 1972, and work continued on the Prek Thnot Hydro-electric Project in Cambodia, to which Canada is also contributing \$2 million. The results of these modest efforts have been encouraging, and Canada has stated its intention to play its full part,





*A group of Montagnard children shown with a Canadian doctor and his Vietnamese assistants outside the Quang Ngai TB Clinic, which is supported by CIDA.*

when peace comes to Indochina, in special programmes of rehabilitation aid necessitated by the prolonged hostilities.

## **South Asia**

Two themes predominated in Canadian policy towards South Asia in 1972: promoting social justice through the provision of development assistance and adjusting to the changed situation in the sub-continent after the India-Pakistan war in December, 1971. These

two concerns were most clearly exemplified in Canada's early recognition of and subsequent policy towards Bangladesh.

Canada had been a major contributor to the unprecedentedly massive international effort to bring relief to the millions of refugees who, in 1971, had fled to India from the civil war in Eastern Bengal. With the end of hostilities in December, 1971, the refugees began to return to their homes and the focus of the relief effort moved with them. Canada continued its contributions through international institutions and voluntary agencies whose attention was centred on the



enormous problems of rehabilitating and rebuilding the economy and social life of the devastated country. It soon became clear that the Government of Bangladesh fulfilled the generally accepted criteria for recognition—external independence and effective control of a definable territory. Accordingly, Canada extended recognition on February 14. Diplomatic relations were established on March 20 and a resident diplomatic mission was opened during the course of the year.

In March, a team led by the President of CIDA visited Bangladesh to assess its needs at first hand and determine how Canada might best help the new nation. Agreements establishing the basis of Canada's development assistance relationship with Bangladesh were concluded, and in the course of the year some \$51.5 million was allocated for relief and rehabilitation.

Once recognition had been extended, Canada endeavoured to assist the emergence of Bangladesh into the international community by supporting its application for membership in the United Nations and its specialized agencies, and in other international institutions such as the World Bank. (Bangladesh was not admitted to the United Nations owing to opposition from the People's Republic of China.) Similarly, Canada encouraged and welcomed Bangladesh decision to enter into the Commonwealth, thus creating another link in a relationship which, while still in its early and formative stages, augurs well for the future.

While Canada was establishing the basis of a helpful relationship with the newly-created state of Bangladesh, a process of adjustment began in its relations with India and Sri Lanka (known as Ceylon until May, 1972) with which Canada has long had friendly ties. Efforts were undertaken to make Canada's aid programmes in both countries more responsive to their needs. At the same time, ways were sought to develop Canada's commercial relations with India. More generally, there was a desire to enlarge the areas in which Canada could engage in mutually beneficial cooperation, not only bilaterally but in connection with subjects of wider international interest such as the Law of the Sea and protection of the environment. These developments reflected the beginnings of a longer-term search to create a new relationship with

India, which would accord with changed realities and perceptions both in Canada and South Asia.

Canada's relations with Pakistan were also subject to pressure for change in 1972, but it was too soon to judge in what direction these might develop. Despite Pakistan's departure from the Commonwealth, which Canada regretted, it proved possible to maintain effective working relations which saw the gradual resumption of a normal development assistance programme disrupted by events of the previous year. More generally, Canada followed with sympathy Pakistan's efforts to recover from the effects of the war and encouraged the search, begun with India, to establish a new set of relations which, it was hoped, could bring about conditions of stability in the sub-continent, allowing sustained and effective pursuit of social and economic development to the benefit of all the peoples of the region.

## **The Pacific**

### **Australia and New Zealand**

In elections held in December 1972, the Governments of Australia and New Zealand changed and labour administrations were brought to power in both Wellington and Canberra. What effect these changes will have on Canadian objectives in Australasia remains to be seen. During the year, these objectives included the expansion and development of trade and economic relations, with emphasis on the marketing of manufactured and processed goods, the promotion of tourism, opportunities for Canadian investment and an enhanced understanding of Canada's policies and priorities in Australia and New Zealand.

A substantial number of exchanges took place between Canada and Australia and New Zealand in 1972, and discussions were held on a variety of subjects, facilitated by the close ties existing among the three countries. Canada shares the particular interests in Southeast Asia of these two South Pacific powers, and faces problems similar to those of Australia, especially in questions of resource development and mineral exploitation.

During the year, visits to Canada were made by the Chief Justice of New Zealand, Sir Richard Wild, and, from Australia, by the Minister of the Environment, Aborigines and the Arts, the Honourable Peter Howson; the Minister of Health, Sir Kenneth Anderson, and the Premier of New South Wales, in addition to large numbers of officials, journalists and businessmen from both countries. Canadians visiting Australia and New Zealand included senior officials, both federal and provincial. Canadian naval vessels called at South Pacific ports, including Auckland and Sydney.

## Japan

As concerns Canada's national interests, Japan occupies a particularly important position in the Asian and Pacific area. Canadian objectives in Japan have tended to concentrate heavily on the economic and commercial aspects of that relationship. Although still valid, this tendency must now be viewed in the context of the wider objective of broadening relations between the two countries by intensifying their political and other aspects. Major objectives during 1972 included an expansion of Canada's share of the Japanese market, particularly in manufactures and processed goods, the stimulation of interest in (and awareness of) Canada through exchanges of information and personnel, and the promotion of Canada's economic growth and cultural enrichment through immigration and manpower programmes.

In January, the Honourable Jean-Luc Pepin, then Minister of Industry, Trade and Commerce, visited Japan at the head of a trade mission composed of some 35 officials and businessmen, with the aim of enlarging the market there for Canadian manufactured and processed goods. Although in absolute terms our exports of such products to Japan increased in 1972, there has been little change so far in the percentage of total exports. It is significant that Japan's five largest trading companies sent exploratory missions to Canada in the months following the Pepin mission.

Another significant ministerial visit to Japan in 1972 was that undertaken by the Honourable Alastair Gillespie, Minister of State for Science and Technology. Its

purpose was to prepare the way for a greater exchange of scientific and technological expertise between the two countries. It was expected that a Japanese mission would return this visit and that the exchange would eventually lead to mutually beneficial programs in a wide variety of fields.

In September, a group of senior Canadian officials travelled to Tokyo in order to discuss with their Japanese counterparts questions of long-term policy in the Pacific region and in the world. In addition, a number of technical, trade and other missions were exchanged, all with the basic purpose of widening and deepening the understanding between Canada and



*A Canadian engineer and assistants working on the Thaketa Bridge project in Burma, under the auspices of the Colombo Plan.*  
Richard Harrington Photo



Japan. It is now recognized as essential to Canadian interests that well-defined and co-ordinated policies be formulated and executed with relation to Japan, and that these policies be communicated clearly to the Japanese.

### **Other countries**

The Canadian Government's policies toward the countries of Southeast Asia are embodied in its general policy for the Pacific area—to share in and contribute to its economic growth, to help bring about conditions in which the requirements of social justice can be met, and to assist in improving the quality of life in both developed and developing countries. These policy in-

terests combine in different ways respecting each of the Southeast Asian countries, which themselves differ in the opportunities they offer for the development of bilateral relations with Canada.

Thus Canada continued in 1972 its efforts to expand mutually beneficial political contacts and new opportunities for trade and private investment in Southeast Asia. Malaysia, Indonesia, Thailand and Burma were again given bilateral development assistance, and the Indonesian program in particular was expanded in accordance with the Government's decision in 1970 to concentrate more funds for development assistance there. Canada's presence in the region was enhanced by the establishment in August, 1972, of an Embassy in Manila, replacing the former Consulate General.

## **EUROPE**

During 1972, the Canadian Government actively pursued its stated objective of developing closer and more substantial relations with the countries of Europe in as many fields as possible. This effort involved expanded exchanges and other forms of co-operation in almost all sectors of public and private interest and met with increasing recognition and response from the European side. Further impetus was given to this policy of diversification when the Secretary of State for External Affairs announced in October that the Canadian Government had adopted a general long-term strategy for the development and strengthening of Canada's economy and other aspects of its national life for the purpose of enhancing Canadian distinctness and independence.

Politically, the year 1972 was highlighted in Europe by the ratification of the Berlin agreements and of the treaties of Warsaw and Moscow between the Federal Republic of Germany, on the one hand, and Poland and the Soviet Union on the other. Perhaps the most dramatic and potentially significant developments were those which took place in the multilateral sphere. The prospect for holding the first general negotiations affecting security in Europe in a generation was en-

hanced by the opening in November, at Helsinki, of talks between the ambassadors of 34 nations—those of Europe, with Canada and the United States—with a view to preparing for a full-scale Conference on Security and Co-operation in Europe. From the outset, Canada took the view that such a conference could only be successful if it were properly prepared and, also, that if it came to grips with the issues, the conference could mean the opening of a new phase of negotiations aimed at dealing with, and eventually resolving, the underlying causes of divisions and tensions in Europe. Political *détente* as an objective, however, would necessarily require concomitant reduction of the military confrontation in Central Europe. For this reason, Canada welcomed the understanding that talks on mutual and balanced force reductions would begin early in 1973.

### **Western Europe**

For Canada's relations with its Western European partners the year 1972 was one of consolidation and progress. As part of the Canadian policy of diversification, this practical co-operation in all areas of common





*Arthur Laing, Minister of Veterans Affairs, shakes hands with a French veteran on the occasion of the thirtieth anniversary of the landing at Dieppe. Behind Mr. Laing is the French Minister of Veterans Affairs, Mr. André Bord.*

*John Evans Photography Ltd.*

interest continued to bear fruit thanks to the efforts of local Canadian representatives, assisted where need be by special missions.

### **France**

Consistent with the high priority attached by Canada to its relations with France, exchanges were multiplied and ties were further strengthened in all essential areas. One example was the France-Canada agreement on

fisheries, signed in March under the aegis of Franco-Canadian co-operation. One might also note the study session on Franco-Canadian economic exchanges which took place in November, jointly organized by the France-Canada Chamber of Commerce in Paris and the French Chamber of Commerce in Canada, located at Montreal. The remarkable success of this meeting was due both to the competence of the participants and to the interest aroused by their presenta-

tions. Because of France's specific economic weight and its highly important role in the EEC, Canada intends to broaden its economic relations with that country. Promising achievements have already given a significant boost to trade exchanges between the two countries, and to investments. Progress has also been made certain key sectors of Franco-Canadian industrial co-operation.

Among the more significant ministerial visits were those of the Secretary of State, Mr. Gerard Pelletier, Mr. Jean Chrétien, Minister of Indian Affairs, and the Postmaster General, Mr. Joseph Côté, as part of their official duties. The Minister of Veterans Affairs, Mr. Arthur Laing, took part in the ceremonies marking the thirtieth anniversary of the Canadian landing at Dieppe. Several provincial ministers also visited France during the year, as well as other well-known Canadians such as the Speaker of the House of Commons, Mr. Lamoureux, and Senator Thérèse Casgrain who represented Canada at the twenty-second congress of the France-Canada Association at Caen.

Lastly, political co-operation between France and Canada was extended in 1972 to an increasing number of questions in the multilateral field, and within the framework of international bodies such as the United Nations and the Agency for Cultural and Technical Cooperation.

### **The Federal Republic of Germany**

Canada's relations with the Federal Republic of Germany continued to strengthen in 1972 and to assume greater importance for Canada. The fact that the Federal Republic is already Canada's fourth-ranking trading partner, and an important source both of immigrants and capital, also contributes to strengthening the role it can play in Canada's development.

Apart from regular contacts through the respective embassies in Bonn and Ottawa, and in the many multilateral organizations of which Canada and the Federal Republic are members, there were several noteworthy meetings between members of the Governments of Canada and the Federal Republic, as well as their officials. The newly-appointed Minister of Economics and

Finance (and former Minister of Defence) of the Federal Republic, Helmut Schmidt, paid a visit to Ottawa to pursue the discussion of questions of bilateral interest, and consultations were held between the Secretary of State for External Affairs and the Foreign Minister of the Federal Republic at the regular semi-annual meetings of the North Atlantic Council, one of which took place in Bonn in 1972. Meetings between officials included the first of an annual series of consultative meetings arising out of the Agreement on Science and Technology signed in 1971. This meeting was held at Ottawa in December 1972, and has led to a number of new joint undertakings in that field. Negotiations were also carried out preparatory to the initialling in December 1972 and the signature early in 1973 of a new Air Transport Agreement between Canada and the Federal Republic. The agreement provides for increased landing rights for the airline of each country in the other, and is thereby also significant of the intensification of relations between the two countries. Negotiations were also initiated for a cultural agreement between Canada and the Federal Republic.

### **Belgium, the Netherlands, Switzerland and Austria**

There were promising developments in relations between Canada and Belgium in 1972. The first meeting of the Mixed Commission set up under the terms of the 1971 Agreement on Scientific, Industrial and Technological Co-operation was held at Ottawa in May 1972, chaired jointly by Mr. Théo Lefèvre, Belgian Minister of State for Co-operation and Scientific Planning, and Mr. Alastair Gillespie, Canadian Minister of State for Science and Technology. During the work sessions, a wide range of subjects connected with science and technology were discussed and steps were taken to increase co-operation and exchanges between the two countries.

In order to maintain close relations with the Belgian labour movement as well as with European management and labour organizations, Canada posted a labour counsellor to Brussels during the summer.

Canada continued to enjoy close and harmonious relations with the Netherlands, Luxembourg, Switzerland and Austria. The many visits to these countries by



Canadian representatives, at both the federal and provincial levels, helped to improve co-operation and exchanges in several fields, including cultural affairs, education, health and welfare, industry and commerce.

## **Italy**

Canada continued during 1972 to enjoy excellent relations with Italy and to further the close working relations arising from joint membership in NATO and other shared interests. In August 1972, Canada and Italy took steps to reinforce their existing air links by amending and broadening the bilateral Air Agreement of 1960. An agreement on defence production and research was also concluded during the year. Bilateral trade reached an all-time high, thus adding to the already substantial ties between the two countries. Canada maintained its endeavours to increase its exports of manufactured goods to Italy, where the demand is rapidly growing. Although Canada still attracts Italian immigrants, the downward trend in the flow from Italy continued in 1972 for economic and other reasons. Since early 1972, a Quebec official has been stationed in Rome as adviser-counsellor to immigrants destined to that province and, in May, the Quebec Minister of Immigration met with Italian officials in Rome to discuss common concerns. In April, the Assistant Deputy Minister (Immigration) headed a Canadian federal delegation to Italy to confer about immigration and social security matters with Italian officials. These discussions were followed in July by the visit to Rome of the Minister of National Health and Welfare, Mr. Munro.

## **Turkey, Greece, Spain and Portugal**

Canada's links with Turkey gained added significance as the result of agreements between the Export Development Corporation and the Turkish authorities relating to substantial Canadian participation in industrial and communication projects in that country. In December, the Turkish Minister of Communications visited Canada in this connection. Collaboration between the two countries continued, particularly within the NATO framework.

Canadian relations with Greece were pursued both in the commercial field and in the context of NATO. Canadian public opinion continued to pay close attention to the evolution of Greek affairs.

Relations between Canada and Spain, which had progressed the previous year, continued to develop in 1972. A fisheries agreement was signed by both governments in December. The Montreal Institute of Cardiology assisted in the development of a cardio-vascular centre at Madrid, under an agreement signed at Quebec on May 12, 1972. The development of trade relations between Canada and Spain is particularly encouraging. In less than five years the volume of our commercial exchanges with that country has more than doubled.

A similar expansion marked the development of Canada's trade relations with Portugal. Canadian exports to that country during the past four years have shown an annual increase of 15 percent. Although Portuguese immigration to Canada declined slightly in 1972, forecasts for 1973 suggest that it should soon return to the level of growth sustained since 1968.

## **Northwestern Europe**

The four original applicants for accession to the Treaty of Rome (Britain, Ireland, Denmark and Norway) are located in this area. Because of the implications for Canada of the enlargement of the EEC, there was particular interest in those aspects of Canada's relation with the countries of Northwestern Europe which relate to economic exchanges and institutions. In addition, relations with these countries continued to be close both in the bilateral context and in connection with numerous interests and preoccupations which Canada shares with them in the field of international affairs, involving co-operation at NATO and the United Nations.

## **Britain**

Bilateral relations between Canada and the United Kingdom have been changing in recent years. Some of the factors of change include Britain's shift in social



and economic priorities to Europe, the relative decline of Britain's share in Canadian trade and investment, the evolution of the Commonwealth and the growth of a more distinct Canadian identity. Canada is interested in placing this relationship on a more contemporary, more realistic and less sentimental footing. Such an approach demands a degree of flexibility which, in turn, requires that Canadians continue to examine all aspects of bilateral relations collectively as well as individually. In this new context, Canadian and British leaders continue to consult on problems of mutual interest at the highest level, as shown by Prime Minister Trudeau's talks in December with Prime Minister Heath in London.

The new British relationship with Europe will also influence Canadian relations with the Community. In areas of Community policy where Canada has an interest, effective bilateral relations with Britain will assist in the development of better relations with the EEC itself. On the other hand, there are areas in which Canadian policy will have to take account of the fact that British policies will be increasingly influenced by EEC considerations, and are therefore not bilateral in the narrow sense. It is important therefore to see that the Canada-U.K. relationship and the general Canada-Europe relationship mutually reinforce one another.

Trade relations between the two countries will also evolve differently than in the past. Canadian agricultural exports to the United Kingdom will suffer from Britain's membership in the EEC. Nevertheless, as Britain develops and expands in the European context, favourable opportunities should arise to expand the export of Canadian industrial materials and finished products.

## **Ireland**

Consultation on issues of mutual interest was a feature of Canadian-Irish relations, especially following Ireland's membership in the European Community. EEC membership will provide added impetus to the Irish economy and should enhance the prospects for fruitful bilateral economic relations between Canada and Ireland.

Canada followed with interest the efforts of the Republic to curb terrorist activity on its territory, and the efforts of the British Government to bring about a settlement in Northern Ireland. Canada continues to be sympathetic to the attempts of all parties involved to bring about a peaceful solution to the problem.

## **The Nordic Countries**

Relations of the Nordic states with the European Community were of particular importance to Canada in 1972. The developments that occurred will have long-term effects on our relations with these countries. There is room for the expansion of economic relations with Scandinavia, particularly since this area provides many possibilities in terms of Canada's policy of diversifying economic relations. If negotiations with the EEC-EFTA in the next few years are successful, Canadian trade opportunities with these countries should increase.

Bilateral relations with the Nordic countries in 1972 were excellent. There was close collaboration on many issues of mutual interest, including Northern development, social legislation, education, consumer protection, the environment, and science and technology. Of special interest were the visits of two Swedish standing parliamentary Committees to Canada: one studying communications, the other constitutional reform. There were numerous bilateral visits at the federal, provincial and municipal levels.

## **Eastern Europe**

In 1972, the Canadian Government found new means of giving practical expression to its desire for East-West *détente*. This was true not only in the context of multilateral relations but also of developments in bilateral relations between Canada and the countries of Eastern Europe.

It was evident, for example, in Canada's relations with the most powerful of these countries, the Soviet Union. The previous year, an unprecedented impetus had been given to relations between Canada and the Soviet Union as a result of the visit of Prime

Phil Esposito of Team Canada raises his stick jubilantly as Paul Henderson scores the winning goal of the Canada-U.S.S.R. hockey series a few seconds before the end of the game. The Under-Secretary of State for External Affairs, Mr. A. E. Ritchie (right), attended the games in Moscow. He is seen here in the Soviet official box with (to his right) Mr. Arthur Laing, Minister of Veterans Affairs, Mr. Alexis Kosygin, the Soviet Premier, and Mr. Leonid Brezhnev, Secretary-General of the Communist Party of the U.S.S.R.





Minister Trudeau to the Soviet Union and the return visit of the Chairman of the Council of Ministers of the USSR, Mr. Kosygin, to Canada. In the course of these meetings three agreements between Canada and the Soviet Union were signed: an Agreement on Industrial Exchanges, an Agreement on General Exchanges and a Protocol on Consultations. During 1972, both countries began to draw initial benefits from these agreements.

Under the Industrial Exchanges Agreement, Mr. V. N. Novikov, a Deputy Prime Minister of the Soviet Union and Chairman of the State Committee for Construction, visited Canada as head of an important delegation in the field of construction. His colleague, Mr. L. M. Efremov, First Deputy Chairman of the State Committee for Science and Technology, visited Canada as co-chairman of the Mixed Commission provided for under the terms of the Industrial Exchanges Agreement. During this session of the Mixed Commission, a Protocol on Scientific, Technological and Economic Co-operation was signed.

The first meeting of the Mixed Commission established under the General Exchanges Agreement was held in Moscow. The Canadian delegation, headed by J. G. Halstead, Assistant Under-Secretary of State for External Affairs, worked out with the Soviet side a two-year programme of scientific, academic and cultural exchanges between Canada and the USSR.

But for most Canadians—and probably for most Soviet citizens as well—the most significant exchange of the year was the Canada-Soviet hockey series. The series was as hard fought as it had been long sought. Some 3,000 Canadian hockey fans were able to travel to the Soviet Union to support Team Canada.

In the trade field, the Deputy Minister of Industry, Trade and Commerce, Mr. J. F. Grandy, led a Cana-

dian delegation to the Soviet Union which renewed the existing Canada-Soviet Trade Agreement and established a Joint Consultative Committee on Trade, which held its first session immediately after the renewal of the agreement.

The renewal of this Agreement was one sign among others of the growing importance to Canada of East/West trade. Canada's trade with the countries of Eastern Europe increased in both directions in 1972. In the first seven months of the year, Canadian exports to Eastern Europe more than doubled in value over the comparable period of 1971. In the same period, imports rose by a third. Four-fifths of the value of Canadian exports during this period consist of grain, thus maintaining a now traditional pattern. Furthermore, the Eastern European countries are expected to continue to be a key market for Canadian grains. At the same time, within the framework of a general trade expansion, the statistics for 1972 suggest that Canadian exporters can find in Eastern Europe not only accustomed outlets for Canadian grains and industrial raw materials but, increasingly, for Canadian high technology exports of machinery and equipment as well.

During the year, other developments marked the steady expansion of Canada's bilateral relations with the countries of Eastern Europe. Well-established contacts with Poland and Yugoslavia in such fields as trade and tourism continued to be strengthened; relations with Hungary witnessed an important new development in the establishment of a resident Canadian embassy in Budapest under a *Chargé d'affaires*; and at the end of the year, the Government announced its willingness to enter into negotiations with the German Democratic Republic with a view to establishing diplomatic relations.

## WESTERN HEMISPHERE

### The Commonwealth Caribbean

Canada's relations with the Commonwealth Caribbean have been close, resulting from common association in the Commonwealth and the movement of people

between the region and Canada as tourists, businessmen, students and immigrants. The current phase of relations with the region stems from the Commonwealth Caribbean-Canada Conference, held in Ottawa in 1966. This established a broad framework and guide-



lines for the development of relations, and substantial progress has been made in implementing the recommendations of that conference. Progress has also been made in realizing the recommendations approved by the Government following Senator Paul Martin's special mission to the Commonwealth Caribbean in 1970.

At present, Britain's entry into the European Community is a matter of concern to the region because of its traditional reliance on Britain as a key export market for its agricultural products. Since they are eligible for "EEC associate" status, the Commonwealth Caribbean countries are now trying to determine what terms of association with the EEC are most likely to satisfy their economic and political requirements. These developments, with the important question of regional economic cooperation, were discussed at the Commonwealth Caribbean Heads of Government Meeting held in Trinidad and Tobago, in October, 1972. One of the decisions made at this conference was to form a Caribbean Common Market in 1973. The existence of a CCM could have important implications for Canadian trade and investment, and close liaison is being maintained with the region on this subject.

Sugar remains a subject of potential concern. The Tariff Board report on sugar made recommendations which would reduce the preferential margin for Commonwealth Caribbean producers, but Caribbean governments have been informed that Canada would be prepared to consider any comments they have to offer on the report.

The Commonwealth Caribbean continued to receive the greatest *per capita* allocation of Canadian aid funds of any region in the developing world. Principal areas of assistance are in education, water development, transportation and the development of infrastructure facilities generally. In the 1972-73 fiscal year, \$19.1 million in aid was allocated to the region. Of this amount, \$14.6 million took the form of grants and \$4.5 million was in loans.

In 1972, Canadian investment in the region was estimated at \$500 million. Canadian exports amounted to \$114 million, compared to \$117 million in 1971 and \$134 million in 1970, while imports from the

Caribbean totalled \$77 million in 1972, \$100 million in 1971 and \$78 million in 1970. Immigration to Canada from the region was 9,300 in 1972, compared to 12,000 in 1971. Jamaica, Trinidad and Tobago, Guyana and Barbados maintain high commissions in Ottawa. In addition to its present missions in three of these countries, Canada will open a high commission in Barbados in 1973. There is also a Commissioner for the Eastern Caribbean in Montreal, who represents the six West Indies Associated States (Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent and Montserrat).

## **Continental and Caribbean Latin America**

Considerable progress was made in 1972 toward achieving the objectives set out in the Government's Latin American policy statement of 1970. This called for "a systematic strengthening" of Canada's relations, both bilaterally with the 20 countries of the region and multilaterally with inter-American institutions.

Canada maintains diplomatic relations with all the Latin American countries through 13 resident missions and through dual or multiple accreditations from these missions. New programs and projects were launched there in 1972. In Mexico, for example, exchange programmes covering science and technology, cultural events and regular commercial consultations were prepared, and a Canadian Library Centre was opened in Mexico City. In Brazil, trade was expanded substantially, investments were encouraged, new cultural and information activities were introduced and the Canadian programme of technical assistance reached the stage of implementation.

## **Development aid**

Canadian development assistance to Latin American countries was increased fourfold through Canada's admission to full membership in the Inter-American Development Bank. A complementary programme of bilateral technical assistance to Latin American countries was concentrated in countries which most need and can most effectively utilize Canadian aid. To



The Canadian engineer in charge supervises preliminary work on the Alto Anchicaya dam in Colombia, a project funded by CIDA.

facilitate the implementation of aid projects, technical assistance agreements were negotiated with a number of countries, and other countries of the region became eligible to receive assistance on a project-by-project basis. In 1972, Cuba and Haiti were included in this group for the first time.

In order to channel this assistance into sectors where Canadian expertise is most applicable to regional needs, emphasis was given to projects in agriculture, fisheries and forestry, education, community development and public administration. Canada also provided funds to Canadian non-governmental organizations engaged in developmental and humanitarian work in the least-developed countries of the area, and prompt disaster relief was extended to help alleviate the tragic situation following the earthquake in Managua, Nicaragua, in December, 1972. Canada's contributions to relief and rehabilitation in Managua total approximately \$3.6 million, including \$1.9 million in concessional loans.

### Trade expansion

Trade and economic relations with Latin American countries were expanded in 1972. The preliminary sta-

tistics indicate that Canadian exports increased to \$613 million and imports to \$660 million, compared to \$550 million and \$607 million in 1971. In value terms this represented an 11.5 percent increase in Canada's exports and an 8.7 percent increase in imports. Approximately 75 percent of Canada's exports were composed of semi-manufactured and manufactured products. The majority of imported products were crude or raw materials. Long-term financing arrangements, provided through the Export Development Corporation, helped to promote exports to the area and indirectly assisted the economic development of Latin American countries. The EDC's financial involvement in Latin America doubled in 1972, reaching the \$1 billion level. Canadian investors were encouraged to consider joint ventures or opportunities related to the economic and social evolution of Latin American countries, and a large Canadian-financed industrial complex began its operations in the Dominican Republic.

Canada has also cooperated and consulted with Latin American countries on an increasing number of questions of common interest and concern. Mexican and Canadian outlooks on such questions as the Law of the Sea, fishing rights and environmental protection, for example, were subjects of close consultation. Canada joined with Mexico and the U.S.A. in tripartite talks on narcotics control. Disarmament was another subject on which liaison was maintained with countries such as Peru, Colombia and Mexico.

### United States of America

The year 1972 was significant both in the development of Canadian policy *vis-à-vis* the United States and in the development of our bilateral relations. The nature of these relations was the subject of scrutiny in both countries, primarily as a reflection of the continuing policy re-examination which had been in progress over several years in response to changing world conditions. This led to important policy statements in Canada and in the U.S.A. The following section deals principally with bilateral developments, while contacts on broader international questions are dealt with elsewhere in this review.



## President's visit

President Richard M. Nixon paid a state visit to Ottawa in April. In addition to discussions with Prime Minister Trudeau, the President addressed Parliament and indicated the approach the United States would take in its relations with Canada and with the rest of the world. Mr. Nixon commented that "no self-respecting nation can or should accept the proposition that it should always be economically dependent upon any other nation". The new U.S. approach to international relations, now known as the Nixon Doctrine, was described by Mr. Nixon as resting "on the . . .

premise that mature partners must have autonomous independent policies:

- each nation must define the nature of its own interests;
- each nation must decide the requirements of its own security;
- each nation must determine the path of its own progress.

What we seek is a policy which enables us to share international responsibilities in a spirit of international partnership".



*The Prime Minister of Canada, the Right Honourable Pierre Elliott Trudeau, applauds the President of the United States after Mr. Nixon's address to the Canadian Parliament.*



An indication of the extent to which the two countries continue to share common interests was offered by the signing, during the President's visit, of the Great Lakes Water Quality Agreement.

### Options for the future

The economic decisions taken by the United States in August of 1971 underlined the vulnerability of the Canadian economy to sudden changes in the U.S. situation and in U.S. policy. As a result and in pursuance of the main themes outlined in *Foreign Policy for Canadians*, the Canadian authorities undertook a broad study of the Canada-U.S. relationship with the object of identifying the alternatives available to the Canadian Government in determining the future development of those relations. A general summary of the principal elements of that study was presented by the Secretary of State for External Affairs in a study entitled "Canada-U.S. Relations: Options for the Future", which appeared last October in a special issue of the External Affairs review *International Perspectives*. It set forth three options:

- Canada can seek to maintain more or less its present relations with the United States with a minimum of policy adjustments;
- Canada can move deliberately toward closer integration with the United States;
- Canada can pursue a comprehensive long-term strategy to develop and strengthen the Canadian economy and other aspects of its national life, reducing in the process the present Canadian vulnerability.

The first option was not thought to be in complete accord with new perceptions of the relationship evolving in both Canada and the United States. Moreover, its precise implications would be difficult to predict, as they would vary significantly with policy developments in the United States. It was not felt that this policy would sufficiently reduce Canadian "vulnerability".

The second option, while appearing to have potential economic advantages, seemed likely to increase rather

than decrease the extent to which domestic decisions in the U.S. would influence Canada. The inherent logic of the option, moreover, might make some form of political union inevitable, if not essential, to enable Canada to have an appropriate voice in the decision-making process. Such an outcome was not judged to be politically acceptable to the majority of Canadians.

The third option is basically directed toward reducing the vulnerability of the Canadian economy to external factors, in particular to the impact of the United States, and, in the process, to reinforcing Canada's capacity to advance domestic goals and strengthen its national identity. Pursuit of this option probably has more implications for domestic than for foreign policies. The main thrust of the option would involve the development of a balanced and efficient economy through a deliberate, comprehensive and long-term strategy. It was recognized that the full benefits of this option would take time to materialize, and that a conscientious and deliberate effort would be required to maintain the Canadian economy on this course. It was also acknowledged that there were limits to the speed and extent of the process because no economy could be made substantially immune to international developments in an era of growing interdependence.

Canada will continue to depend for a large portion of its national wealth on the export of goods and services, which in turn implies assured terms of market access. The United States will remain Canada's best customer but a better balance of trade with all markets will provide a stronger basis for Canada to "continue secure as an independent political entity".\*

Lastly, the third option aims at a relative decline in Canadian dependence on the United States but not a distinct change in the relationship. It is compatible with the view advanced by President Nixon during his address to the House of Commons that "no self-respecting nation can or should accept the proposition that it should always be economically dependent upon any other nation".

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\* *Foreign Policy for Canadians*, P. 10.

## **Trade and economic relations**

During 1972, contacts took place between Canadian and U.S. officials on a variety of trade questions which had been raised in 1971. While disagreements in such areas as automotive trade, defence production sharing and tourist allowances were not resolved, sufficient common grounds appeared to exist to permit the negotiation of mutually satisfactory solutions.

Canadian officials and counsel made representations to the United States with a view to dissuading its Government from undertaking countervail proceedings against the import of Michelin tires produced in Nova Scotia under Regional Economic Expansion grants and other incentives. Legal submissions were made to the Treasury Department in support of the Canadian position. Nevertheless, countervailing duties were imposed by the U.S. Government in January 1973. Further consultations are expected to take place between the two governments on this question.

In view of their substantially shared interests in multilateral trade and monetary questions, the two governments were in close consultation on these matters throughout 1972. It is expected that co-operation and regular consultation both on international monetary questions and, in particular, on preparations for the 1973 "Nixon Round" of tariff negotiations, will continue.

## **Transport and energy**

Extensive negotiations continued with the United States for the conclusion of a new civil aviation agreement to replace that of 1966, and for an agreement on charter flights. They involve the creation of a large number of new routes as well as the expansion of several existing ones.

On several occasions in 1972, Canadian and U.S. officials met to discuss means whereby the U.S.A. and Canada could assist each other in meeting oil requirements in the event of a curtailment in overseas petroleum supplies. While these discussions were beneficial as exchanges of information, no agreement was reached.

## **Telecommunications**

Early in the year, the Board of Governors of TELESAT requested a broadening of the Corporation's powers and corporate objectives. In November, Canada and the United States effected an exchange of letters setting forth the principles governing the exercise of any augmented powers by TELESAT. The letters recognize the fact that the United States guarantee in 1969 of launch services was given on the understanding that the TELESAT satellites, ANIK I and II, would be used only for Canadian domestic services. The letters make possible the provision of interim services between points in the United States and include reciprocal conditions which would apply should a future US system propose the provision of services to or between points in Canada. The letters provided also for assistance in the event of catastrophic failure in the other country's system or during limited periods of time when there might be an insufficiency of facilities in one country or the other. Specific approval by the appropriate governmental authorities in both countries would be required in each case. The first ANIK satellite was launched successfully on November 9th.

## **Space**

The U.S. launched its first earth-resources technology satellite (ERTS-1) in July, 1972. Under the terms of a bilateral earth-resources technology satellite agreement (ERTS) with the U.S., Canada gained access to natural resource and environmental data on Canadian territory being collected by the U.S. ERTS-1 and subsequent ERTS satellites. Thus Canada, as the only country other than the U.S. to have a receiving station and data-processing facility, is actively participating in the use of this promising new space technology.

The bilateral agreement would also give Canada access to earth-resources data on Canada that may be acquired by the U.S.-manned Skylab project to be launched in mid-1973. Following Canada's agreement in 1971 to the establishment by the U.S. of a temporary Skylab tracking station in Newfoundland, the



U.S. initiated negotiations with Canada in 1972 to place temporary recovery forces in Newfoundland in the event that Skylab should have an emergency abortive launch.

### Defence relations

In the Government's White Paper on defence, published in August 1971, it was stated that Canada's objective in North American defence co-operation was: "...to make, within the limits of our resources, an effective contribution to continued stability by assisting in the surveillance and warning systems and in the protection of the U.S. retaliatory capability as necessary. Co-operation between Canada and the U.S. in the joint defence of North America is vital for our sovereignty and security". The Permanent Joint Board on Defence is the principal consultative mechanism for Canada-U.S. co-operation in defence matters, and makes recommendations to the respective governments on joint defence questions. The Board held four meetings in 1972 and considered a wide variety of questions affecting bilateral arrangements for North American defence. Its considerations will assist the Government in reaching a decision concerning the renewal of the NORAD agreement in 1973.

The United States lease at Goose Bay, Labrador, originally scheduled to expire on December 5, 1972, was extended until June 30, 1973, in order to permit more time for the situation to be assessed and the elaboration of a long-range plan for the area.

### Environment

The growing importance of Canada-United States relations in the field of environmental management was clearly underlined throughout the year. Highlights in this field included the signature on April 15, by President Nixon and Prime Minister Trudeau, of the Agreement between Canada and the United States on Great Lakes Water Quality and the submission by the two governments, also on April 15, of two references to the International Joint Commission calling for studies of pollution in the Upper Great Lakes and of pollution throughout the Great Lakes from land drainage.

The terms of the Great Lakes Water Quality Agreement demonstrate the increasing use the two countries are making of the International Joint Commission to deal with environmental problems. The Commission, which is to establish a regional office in Windsor, Ontario, has been given the responsibility of assessing



The President of the United States and the Prime Minister of Canada have just signed the Great Lakes Water Agreement designed to improve the quality of the environment in that crucial area. Info. Canada Photo

both countries' pollution abatement programmes under the agreement, of monitoring progress toward achieving the water quality objectives contained in the agreement, and of recommending to governments improvements in programmes, regulations and objectives. Moreover, the Commission has the power to make public at its discretion any of its findings and recommendations.

An informal joint scientific research project between Canada and the United States, known as the International Field Year for the Great Lakes, began on April 1 with a view to improving the scientific basis for management of the Great Lakes water resources. Negotiations were initiated during the year to formalize this project under a bilateral governmental agreement.

### **West Coast tankers**

During 1972, Canada continued to make known to the United States its serious concern about the proposal to bring Alaskan oil by tanker along the coast of British Columbia into the confined waters of the Juan de Fuca Strait to the United States refineries in Puget Sound. A number of notes on the subject were delivered to the U.S. authorities, including the text of the unanimous resolution of the House of Commons of June 9th, together with the SSEA's statement during the debate on this question. A meeting was held in Washington on July 10 between the Honourable Jack Davis, Minister of the Environment, and the Honourable Russell Train, Chairman of the President's Council on Environmental Quality, at which both agreed, *inter alia*, on the desirability of pursuing joint water quality research activities in the boundary areas of the West Coast, and on the need for developing appropriate legal procedures for dealing with Canada-United States environmental disputes and claims.

Toward the end of the year, it became clear that the U.S. Administration continued to favour the trans-Alaska pipeline and the transport of oil from the port of Valdez to markets in the lower 48 states. It was not clear, however, whether consideration was being given to alternative arrangements for bringing the oil into Puget Sound *via* the Strait of Juan de Fuca.

A number of issues related to the transportation of oil by tanker in the vicinity of the Canadian coastline were discussed by officials of the two countries. These included an oil pollution contingency plan for the West Coast; arrangements for improving the navigation and communications systems in the waters adjacent to the border area; the legal problem of liability and compensation in the event of an oil spill; and co-operation on environmental protection of the West Coast.

The Canadian attitude toward the trans-Alaska pipeline, as expressed on several occasions by the SSEA, was that the pipeline is a matter of internal U.S. jurisdiction and Canada has no say in the matter. The problem that concerns Canada is whether the oil would pose a pollution threat to this country after it leaves Alaska. Canada continued to urge that some other destination be found than the refineries in the confined waters of Puget Sound where, as was demonstrated during 1972, an oil spill will inevitably, through the action of tides and the prevailing winds, affect the Canadian shore-line.

### **Other concerns**

On August 31, 1972, the International Joint Commission submitted its report to governments on trans-boundary air pollution in the Detroit and St. Clair Rivers area. This report was the subject of a series of Canada-United States meetings initiated later in 1972. On September 21, the two governments exchanged notes establishing the Canada-United States Committee on Water Quality in the St. John River Basin, and submitted a related reference to the International Joint Commission.

Other inland environmental matters which were discussed with the U.S. authorities were: the pollution of the St. Croix River flowing into New Brunswick, and the possible flooding of the Skagit Valley in British Columbia; the impact of North Dakota's Garrison Diversion irrigation project on the quality of the Souris River entering Manitoba; and the United States proposals regarding flood control measures on the Pembina River (flooding from which affects Manitoba).



## II

# MULTILATERAL ACTIVITIES

## ORGANIZATIONAL

### The Commonwealth

In 1972 the Commonwealth continued to be one of the main pillars of Canadian foreign policy. The Commonwealth serves not only the purpose of bringing together nations of divergent economic status, race, religion, political system and regional commitments but, because its members share many similarities of culture, heritage (including a common language) as well as similar institutions and working methods, the Commonwealth is a unique forum which allows informal and fruitful exchange of opinions, often leading to decisions for common action. Although the Commonwealth preference system is no longer the cement of Commonwealth relations, trade within the association continues to play an important part in the bilateral relations between members. In an era in which Canada seeks to divert its relations and commitments from a purely continental focus, it is therefore in Canada's practical interest to maintain and strengthen its relations with the nations of the Commonwealth in economic, cultural, educational, aid-related, medical, legal and other matters.

Reflecting this assessment of the value of maintaining and reaffirming Canada's commitment to the Commonwealth, participation in Commonwealth conferences and meetings remained at a high level in 1972. The Department of External Affairs played a coordinating role by ensuring that Canadian delegations to functional con-

ferences and meetings were appropriately selected and that their instructions were in accord with Canada's policy regarding the Commonwealth and in the wider international sphere. In 1972, Canada was represented at a multitude of Commonwealth meetings and conferences including the Commonwealth trade ministers meeting in London in February, the Conference on Consular Relations within the Commonwealth in London in May, the annual Pre-World Health Assembly meeting of Commonwealth health officials in Geneva in May, the meeting of Commonwealth officials to discuss youth issues in preparation for a meeting of Commonwealth ministers in Lusaka (January 29-February 3, 1973) in London in June, the eighth meeting of the Commonwealth Air Transport Council in London in August, and the seventh biennial meeting of the Commonwealth Scientific Committee, held in Canberra in October.

An examination of this last organization, the Commonwealth Scientific Committee, may provide an insight into what functions Commonwealth organizations seek to perform. The Commonwealth Scientific Committee, whose origin dates from the Commonwealth Scientific Official Conference of 1946, promotes collaboration between governmental scientific organizations in Commonwealth countries. With the support of the Government of Canada, the Commonwealth Scientific Committee is transforming itself into an organization more closely reflecting the present realities and future

potentialities of its membership. The Committee's primary concern, therefore, is to help scientific agencies in the developing countries of the Commonwealth to plan their research and development activities, and also to advise aid authorities in the developed countries on the assistance these agencies require.

Non-governmental Commonwealth organizations were as active as the governmental organizations during 1972, a year that witnessed the Conference of the League for the Exchange of Commonwealth Teachers in London in February, the twenty-first Parliamentary Seminar of the Commonwealth Parliamentary Association, held in Westminster in May, the annual general meeting of Commonwealth Countries' League in London in June, the sixth Commonwealth Meeting of the Commonwealth Medical Association at Accra in September, and the annual meeting of the Executive Committee of the Commonwealth Association of Architects in Nicosia in October.

Canada was host to a number of Commonwealth meetings and conferences during the same period, including the meeting of the Commonwealth Committee on Mineral Resources and Geology at Montreal in August and the Commonwealth Telecommunications Conference in Ottawa in November. Both were successful and the latter made advances in promoting the modernization of telecommunications systems in many developing countries of the Commonwealth.

The Commonwealth Secretariat, established in 1965 and based in London, provides a focus for many Commonwealth activities. Its task is to assist Commonwealth governments in ensuring conditions for the frank exchange of opinions on matters of common interest in a friendly, informal and intimate atmosphere. The Department of External Affairs is the link between Canada and the Commonwealth Secretariat. This role takes on added significance when a Commonwealth meeting is held in Canada, since the function of serving Commonwealth meetings, one of the more important duties delegated to the Secretariat, is carried out with the assistance of host governments.

As a result of decisions taken at the last Heads of Government Meeting held in Singapore in 1971, a meeting of Commonwealth senior officials on heads

of government meeting procedures and comparative techniques of government was held in Ottawa in October, 1972. The officials were instructed to make recommendations on the means to ensure informality and intimacy at future Heads of Government meetings and on future agendas, and to carry out a preliminary examination of comparative techniques of government. This meeting was an extremely important one for the Commonwealth and Canada's offer to host these deliberations testified to the Government's commitment to the Commonwealth association. Indeed, the thrust behind both topics was largely Canadian and therefore our responsibility to lay the groundwork for fruitful discussion was definite. With the cooperation of the Privy Council Office and the Prime Minister's Office, the Commonwealth Secretariat and the Department of External Affairs made extensive preparations for the senior officials' meeting, thus ensuring that the scene was set for successful talks.

It was during these preparations for the senior officials' meeting that Prime Minister Trudeau announced the Canadian Government's offer of Ottawa as the site for the next Heads of Government meeting. This suggestion was welcomed by all Commonwealth governments and, with the recommendations of senior officials in hand, the Department began making preparations for the 1973 conference, scheduled for August 2-10.

In collaboration with CIDA, the Department contributed a significant amount of money to Commonwealth activities in 1972. Canada's assessment for contribution to the Commonwealth Secretariat was \$275,699, which represented 17.87 percent of the total budget for the financial year 1971-72. Canada's annual contribution to the Commonwealth Foundation which provides funds for increasing interchanges between Commonwealth organizations in professional fields throughout the Commonwealth, was £51,625 (approximately \$129,062). Canada also contributes to the Commonwealth Air Transport Council, established in 1945 to review the progress and development of Commonwealth air transport and to advise on civil aviation matters referred to it by Commonwealth governments. The Council also serves as a medium for the





John Campbell, a civil engineer from Richmond Hill, Ontario, employed by CIDA, supervises the construction of a sewage system in Blantyre, Malawi.

exchange of aeronautical information and statistics. Canada's share of the CATC budget of £39,950 for 1971-72 was £6,424 (approximately \$16,060). The Commonwealth Fund for Technical Cooperation represented an important commitment to Commonwealth activities for Canada in 1972, and the Canadian contribution to the CFTC was drawn from CIDA development funds. In 1971, when the fund was inaugurated with a \$5 million-a-year objective, Canada agreed to contribute 40 percent of the total support pledged by other donors up to \$2 million a year. In 1972-73, the number of pledges required that Canada's contribution be \$500,000. Lastly, by January, 1973, 266 students were at work in Canada under the Commonwealth Scholarship and Fellowship Plan. Since its inception

in 1958, Canada has contributed \$1,392,492 to this programme.

## Defence Relations

### NATO

The Government's views on the North Atlantic Treaty Organization, particularly in the political field, were outlined in the European sector paper of *Foreign Policy for Canadians*, published in 1970. The defence White Paper of August, 1971, further defined the Government's position and indicated its intentions with respect to Canada's military contributions to the alliance. In this White Paper, the Government "reaffirmed Canada's adherence to the concept of collective security, and announced that Canada would continue to station significant though reduced forces in Europe as part of the NATO integrated force structure . . . . The decision reflected the Government's judgment that Canadian security continues to be linked to West Europe and that Europe is still probably the most sensitive point in the East-West balance of power. It is the area from which any conflict, however limited, might most readily escalate into all-out nuclear war engulfing Canadian territory".

The encouraging results of West Germany's *Ostpolitik* and the agreements reached between the United States and the Soviet Union on the limitation of strategic arms were in large measure responsible for the success of initiatives toward political *détente* in 1972, as evidenced by agreement in NATO to commence two sets of East-West talks: these were the multilateral preparatory talks on a Conference on Security and Co-operation in Europe (CSCE), which opened in Helsinki in November 1972, and exploratory talks on Mutual and Balanced Force Reductions in Central Europe (MBFR), which it was agreed should begin in Vienna in January, 1973. Although viewed as separate steps, both are closely related since it is hoped that the parallel negotiations involved will lead to further progress in *détente* and to a reduction of the military confrontation in Europe. Canada is a full participant in these negotiations and will also take a

full part in the conferences on these subjects to be convened in 1973. In preparation for the talks, the North Atlantic Council and its committees played a key role in developing and co-ordinating the views of individual NATO countries with respect to the principal problems under negotiation.

Throughout the year, Canada played a prominent role in the alliance's continuing efforts to attain military stability and political *détente*, and to promote co-operation in many other fields among the NATO allies. Thus, the Secretary of State for External Affairs extended an invitation at the December ministerial meeting of the NATO Council to host the plenary meeting of the NATO Committee on the Challenges of Modern Society. The invitation was accepted and the plenary, held in April, 1973, was the first to take place outside NATO Headquarters in Brussels.

## NORAD

The Government's White Paper on defence, published in August, 1971, stated that Canada's objective in North American defence co-operation was: "... to make, within the limits of our resources, an effective contribution to continued stability by assisting in the surveillance and warning systems and in the protection of the U.S. retaliatory capability as necessary. Cooperation between Canada and the U.S. in the joint defence of North America is vital for sovereignty and security". The Permanent Joint Board on Defence is the principal consultative mechanism for Canada-U.S. co-operation in defence questions. The Bureau of Defence and Arms Control Affairs provides the External Affairs member and the Canadian secretary of the PJBD, while the Department of National Defence provides the balance of membership of the Canadian section. The Board held four meetings in 1972 and considered a wide variety of questions affecting bilateral arrangements for the defence of North America. Its considerations should assist the Government in reaching a decision in 1973 concerning the renewal of the NORAD Agreement.

The Department co-ordinated the Canadian Government's examination of the future of the areas leased by the United States at Goose Bay, Labrador; the lease

was originally scheduled to expire on December 5, 1972. As a first step, it was arranged with the United States that the lease be extended to June 30, 1973, in order to permit more time for the preparation of a long-range economic plan for the area. Meanwhile, negotiations commenced on a plan for the base to be taken over and operated by the Canadian Government.

## Peace-keeping

Despite the frustrations and disappointments of a number of previous peace-keeping operations, Canada continued to support the peace-keeping concept in 1972, and sought to use Canadian experience to develop guidelines for effective operations. Its policy was that Canada would seriously consider requests for participating in peace-keeping ventures when an operation was seen to hold the promise of success and it was felt that we could play a useful role.

In 1972, Canadian military personnel continued to serve with the United Nations Truce Supervisory Organization in the Middle East (UNTSO), the United Nations Military Observer Group India-Pakistan (UNMOGIP) in Kashmir, and the United Nations Force in Cyprus (UNFICYP). Canada's largest contribution to United Nations peacekeeping continued to be the 580-man contingent in Cyprus. In December, the Security Council extended the mandate of the Force until 1973, and Canada agreed to maintain its contingent for the same period. The continued United Nations presence in Cyprus was considered necessary to assist in the maintenance of stability while the slow search for a political settlement continued.

## Military training assistance

Canada's modest military training assistance programme, instituted in response to requests from developing countries, was continued in 1972. Canada's small but highly-trained professional forces are well-suited to provide the impartial assistance required by a number of developing countries which lack the qualified manpower and the facilities to conduct their own programmes in all fields of military training.





*The long vigil—A Canadian Forces member watches activity on the Green Line at Nicosia, Cyprus.*

During 1972, two Canadian officers worked in Tanzania as advisers to the Tanzanian People's Defence Force; three officers were stationed in Ghana as part of the Canadian Armed Forces Training Team there, and two civilian Defence Research Board scientists were provided to Malaysia. Under the programme for training in Canada, some 60 officers, officer cadets and non-commissioned officers from Barbados, Cameroon, Ghana, Jamaica, Kenya, Korea, Malaysia, Nigeria, Singapore, Tanzania and Zambia attended military courses at various Canadian Forces Training Schools. Staff College and Basic officer training courses accounted for most of the trainees.

### **Defence liaison**

In addition to providing a senior officer on the Directing Staff of the National Defence College, the Department gives advisory and administrative assistance to the Department of National Defence in its external relations falling outside the direct interests of NORAD and NATO. These include visits abroad by senior National Defence personnel, naval visits,

overflights and landings of Canadian military aircraft overseas, as well as the Annual World Field Study conducted by the National Defence College. Similarly, the Department assisted in 1972 with visits to Canada by representatives of various branches of the armed forces of other countries.

### **La Francophonie**

Mindful of Canadian reality and its basic requirements, the Government has fostered the establishment of more numerous and closer ties with countries that share our heritage of French language and culture. Viewed as an extension of Canadian bilingualism, Canada's participation in the activities of the francophone world is now a basic and permanent part of its foreign policy. In addition to tightening its relations with France, Canada has assumed a major role in multilateral bodies such as the Agency for Cultural and Technical Cooperation and considerably stepped up its bilateral aid to the countries of the francophone Third World.

The Department deals with all aspects of Canada's participation in La Francophonie, a cultural community comprising some 30 or more countries. More particularly, it is responsible for multilateral relations between Canada and these wholly or partly French-speaking countries, concentrating its efforts on inter-governmental relations while also providing occasional support to international francophone associations the private sector.

### Intergovernmental Relations

Founded at Niamey (Niger) in March 1970, the Agency for Cultural and Technical Cooperation (ACCT) is the keystone of the international francophone system. Its purpose is to develop ties of mutual cooperation between wholly or partially French-speaking countries in education, culture, science and technology. Canada played a very active role in these areas in 1972, notably in the work of the Programs Committee, the Administrative Council and the General Conference. Last year (1971), Canada had the honour of hosting the second General Conference which provided the ACCT with necessary funds and other means for pursuing its objectives.

The Agency's most noteworthy achievement in the field of teaching and research was the establishment of the Ecole Internationale de Bordeaux which comprises a training centre in modern management techniques and an initiation centre into the problems of the Third World. The school welcomes trainees from any of the member countries of the ACCT. A practical training course is offered in Canada every year for African and European students, and in Europe for Canadians. Two other projects are of particular interest to Canada, namely the Program of Scientific and Technical Information and the Development Aid Program; the purpose of the former program is to provide for better and faster dissemination of scientific and technical information among the francophone countries. In order to obtain expert advice on the best way to proceed, meetings were held in Paris and Ottawa during 1972.

To launch the latter program, the ACCT organized a conference in Bamako to enlist the aid of member states in defining its activity with respect to



*Mr. Sydney Green, Minister representing Manitoba (left), and Mr. François Cloutier (centre), Quebec Minister of Education, welcome guests at a Canadian reception held in Tananarive, Madagascar, during the Conference of Education Ministers of the francophone world.*

lateral co-operation between Third World countries, in effect to establish the orientation, procedures and areas covered by this new program. With a view to promoting handicrafts, the Agency opened a sales centre in Montreal following the Canadian tour of its international handicrafts exhibition. Lastly, the Department has helped to organize the visits of foreign nationals to Canada and visits of young Canadians to Europe and Africa under the ACCT's Youth Exchange Program.

In addition to its efforts on behalf of the ACCT, the Department has assisted other intergovernmental associations of the francophone world. In 1972, for example, it organized Canada's participation in the meetings of the Conference of Education Ministers of the Francophone States of Africa and Madagascar at Tanana-



rive, and of the Conference of Youth and Sports Ministers at Paris. The Department will also be responsible for organizing the visit to Canada, in May 1973, of delegates from countries belonging to the Conferences of Youth and Sports Ministers, in accordance with a resolution passed by the Ministerial Commission of the Conference.

### **Relations with the provinces**

The Department maintains regular liaison with Quebec which was recognized in 1971 as a participating government in ACCT institutions, activities and programs, as with the governments of New Brunswick, Ontario and Manitoba regarding all aspects of francophone policy elaboration in Canada and Canadian participation in francophone conferences. This has involved coordinating the membership of Canadian delegations to meetings of the ACCT and to inter-governmental conferences such as the Conference of Ministers of Education of the French-speaking States of Africa and Madagascar and the Conference of Youth and Sports Ministers of the French-speaking states of Africa, Madagascar, Mauritius and Haiti.

### **Private associations**

The Department is also interested in international French-speaking associations in the private sector. It has supported Canadian participation in the annual meetings of the French-language International Law Institute and in meetings of the International Association of French-language Parliamentarians. Finally, the Department continues to assist the Association of Partly or Wholly French-speaking Universities. It also takes an interest in the activities of other private associations such as the International Association for Francophone Solidarity, the Council for the Development of French in Louisiana and the Council on French life in America.

### **Inter-American Institutions**

Policy developments in 1972 represented something of a watershed in Canadian relations with Latin America. Canada has had productive relations with the

countries of this region for many years and had obtained, on a selective basis, membership in a few inter-American institutions. Moreover, we had been working with the Latin Americans internationally on a whole range of issues of common concern.

The policy which Canada has pursued in Latin America since 1970 is identified as reflecting Canadian interests. It takes account of changing attitudes in Canada and changing realities in Latin America. It recognizes that each Latin American country has its own personality, but that there is also a Latin American community which is greater than the sum of its parts. It has been formulated on the basis of what we think we can reasonably do, and is being implemented systematically with an assurance of continuity for our Latin American partners. The assumptions it involves reflect hard realities in the minds of Canadians and Latin Americans, grounded in interests manifestly shared and concerns demonstrably held in common.

In the course of implementation, this Canadian policy has followed two complementary directions. We have moved forward on a bilateral front to add content and meaning to our relations with individual countries, and we have endeavoured to involve Canada more closely in the system of inter-American institutions. Thus, Canada was admitted to Permanent Observer status in the Organization of American States in 1972, and it also joined three of the most important inter-American organizations: the Inter-American Development Bank, the Pan-American Health Organization and the Inter-American Institute of Agricultural Sciences. This brings to eight the number of Pan-American institutions of which we are full members.

### **OAS and the IDB**

In essence, Canada has tried to do two things: we have sought links with those bodies which are key institutions in the inter-American system, such as the OAS and the Inter-American Development Bank, and we have also joined some of the specialized organizations operating in areas where we have common interests with Latin American countries or where we felt that Canada was in a position to make a distinctive contribution.



*Canada's first permanent observer at the Organization of American States, Ambassador Alfred Pick, is welcomed by OAS Secretary General, Galo Plaza, on his first visit to OAS headquarters in Washington.*

Canada's Permanent Observer at the OAS has the rank of ambassador. From the vantage point of this mission, which represents an innovation in the OAS organizational framework, Canada hopes to gain a better view of the workings of the OAS. We are also following closely the shift in the direction of OAS activities that commenced with the Act of Bogotá, in 1960, and culminated in the adoption of the Protocol of Buenos Aires in 1967. The new emphasis the OAS is placing on raising living standards, on ensuring social justice, on achieving economic development and promoting educational, scientific and cultural advancement, is in line with Canadian priorities and represents a promising focus for fuller Canadian participation in the affairs of the hemisphere.

It is this line of reasoning that prompted Canada, in May of 1972, to become a member of the Inter-American Development Bank. This was not, of course, the beginning of our association with the Bank. Since 1964, we had found it convenient to use the Bank as a channel for Canadian development assistance to Latin America. At the time of the foreign policy review, no substantial modification of that arrangement was contemplated. A decision on full membership was explicitly set aside because of the relatively high proportion of Canada's total development-assistance budget which membership was expected to absorb.

In the event, Canada decided to move beyond the policy foreshadowed in the foreign policy review. We did so because it seemed to us that it would not be



compatible with Canada's reshaped policy towards Latin America to remain detached from the institution that, perhaps more than any other, is identified by Latin Americans with their hopes for a brighter economic future. Our Latin American friends welcomed the increased funds Canadian membership will mobilize for Latin American development. They also welcomed the fact that the addition of another donor member will help to give the Bank a more distinctively multi-lateral character. Above all perhaps, they welcomed our accession to the Bank as a real and convincing expression of Canada's commitment to the hemisphere.

Canada's subscription to the Bank's ordinary capital fund was U.S. \$242 million, of which \$40 million was paid in and \$202 million callable. Canada also contributes U.S. \$60 million to the Bank's Fund for Special Operations, representing a total cash contribution of U.S. \$100 million payable over an initial period of three years.

#### **Other institutions**

The Pan-American Health Organization is the oldest health agency in the world. It also serves as the regional agency of the World Health Organization of the United Nations, of which Canada is a founding member, and its purpose is to promote and coordinate hemisphere efforts to combat disease, lengthen life and promote physical and mental health. After joining this institutions as a full member at the end of 1971, Canada became a member of the Inter-American Institute of Agricultural Sciences in 1972. This organization assists the American states in promoting rural development as a means of advancing the welfare and progress of the entire population of the hemisphere. Increased agricultural productivity, greater employment opportunities in the rural sector and wider participation of rural populations in agricultural development activities are further objectives of the Institute.

Antedating these memberships was Canada's participation in the work of the Pan-American Institute of Geography and History, the Inter-American Statistical Institute, the Inter-American Centre for Tax Administrators, the Centre for Latin American Monetary Studies and the Postal Union of the Americas and Spain.

While a good deal has been accomplished recently, Canada does not look upon its Latin American policy as something static. We intend to push forward on the course that has now been laid out. In particular, we hope to be able to enhance our participation in the inter-American institutions of which we are members. We also seek to associate the provincial governments and Canadian institutions and organizations of various kinds more closely with the functional activities of the inter-American system which are of direct interest to them.

### **The United Nations**

The United Nations represents the most ambitious effort ever undertaken by the international community of states to reconcile the political, economic, social and cultural differences which often hinder nations in their attempts to work together constructively for the achievement of common goals. At the same time, it serves as an accurate reflection of a highly imperfect world of sovereign nation states whose conflicting views about what is desirable and about how to pursue legitimate aims make "harmonizing the actions" of nations so difficult. It is a basic premise that Canada should continue its policy of working actively to ensure that the United Nations will be an effective instrument for international co-operation. Participation in the activities of the United Nations provides Canada with the opportunity to contribute to international co-operation in selective fields of endeavour, thus attaining a richer measure of national self-realization.

The twenty-seventh session of the General Assembly of the United Nations in 1972 might be characterized as a period of consolidation, in comparison with the drama of the previous session high-lighted by the seating of the People's Republic of China. In his address to the twenty-seventh General Assembly, on September 28, Mr. Mitchell Sharp stated: "This Assembly will have to concentrate on measures to prevent terrorism, to consolidate our first advance in the environmental field, to secure administrative and budgetary reform, to protect human rights in Africa and elsewhere, and to develop international law, especially the law of the

sea and law governing air piracy." On some of these objectives a degree of progress was achieved. The recommendations of the Stockholm conference on the environment were incorporated into the United Nations new environment programme virtually unchanged. Constructive steps were taken to prepare for the holding of a conference on the Law of the Sea in 1974, and further progress was made to improve the administration of the organization.

The major disappointment of the session from the Canadian viewpoint was in the handling of the terrorism issue. Canada supported Secretary-General Waldheim's initiative in inscribing this item on the agenda and worked actively for the adoption of effective measures against international terrorism as a matter of the highest priority. These efforts were clouded over by political controversy regarding the Middle East and African independence movements, and as a result the whole problem was referred to an *ad hoc* committee. While no concrete steps were taken, a forum has been provided in which Canada can continue to press for effective action to deal with this urgent matter. In other areas of concern, notably in the political and security fields, few real advances were made. However, given the potentially explosive nature of several of these items, the maintenance of a generally calm and orderly debate of the issues might be viewed as an accomplishment in itself.

### **Environmental Programmes**

Canada's deep interest in environmental problems was expressed through active and fruitful participation in the United Nations Conference on the Human Environment held in Stockholm in June. The proclamation of the Declaration on the Human Environment and the adoption of a United Nations action plan are of vital concern and embody many Canadian proposals to protect and enhance the quality of the environment. In achieving its major objective the conference broke new ground in international law by adopting Principle 21 of the Declaration, based in part on a Canadian proposal regarding the principle of state responsibility for extra-territorial environmental damage. Also of long-term significance is the Canadian recommenda-

tion, adopted in Stockholm, relating to control of the discharge of pollutants into the oceans. Among other noteworthy Canadian contributions to the conference was the offer (since accepted by the United Nations General Assembly) to be host to a major United Nations Conference/Exposition on Human Settlements, scheduled to take place in Vancouver during 1976. At the General Assembly, which noted with satisfaction the results of the Stockholm Conference, Canada endorsed the establishment of a voluntary United Nations Environment Fund and offered a 5-year contribution of \$5 million to \$7.5 million. Canada also reaffirmed its willingness to increase and adjust its foreign air programme to assist in developing countries with the inclusion of environmental concerns in development planning. Mr. Maurice Strong, a Canadian, was elected by the Assembly as the first Executive Director of the United Nations Environment Programme.

Building on the Stockholm Conference, an international conference held in London in October/November succeeded in formulating a Convention on the Prevention of Marine Pollution by the dumping of waste and other matter. This convention has been signed by Canada. Among other important legal concepts, it posits the general duty of states to prevent marine pollution and clearly recognizes the obligation of states to consult before the dumping of prohibited substances in the event of an emergency. The inclusion of both these principles was strongly promoted by Canada.

### **Economic and social questions**

In 1971, the United Nations General Assembly had voted to enlarge the Economic and Social Council (ECOSOC), the major UN organ concerned with economic and social questions, from 27 to 54 members. Following its foreign policy objective of ensuring that "national and international machinery are adequate to meet the challenges of economic and social development", Canada actively supported the enlargement of the Council to make it more representative of the UN membership. Accordingly, on September 28, Canada ratified the amendment to Article 61 of the Charter allowing for such enlargement which can take place





*In response to rising concern about the condition of man's habitat, a UN Conference on the Human Environment was held in Stockholm from June 2 to 16, 1972, attended by 1,200 delegates representing 130 nations.*

*Seen here (from the left): Mr. Kurt Waldheim, Secretary-General of the United Nations; King Gustav Adolf VI of Sweden; and Mr. Maurice Strong, Secretary-General of the Conference.* UN Photo

only after ratification by two-thirds of the members of the UN (including the five permanent members of the Security Council).

The enlargement of ECOSOC and the creation of additional subsidiary bodies sharpened the already acute need for a substantive review of the Council's coordinating machinery and policy-making role in the multifaceted area of the United Nations economic, social and related activities, including development. This is needed if the Council is to properly fulfill its mandate under the UN Charter (Article 62-66), an important objective of Canada's UN policy. Following initiatives from various quarters, the fifty-third Session of ECOSOC set up an open-ended working group

to consider how the Council should proceed. In pursuit of the objective of strengthening machinery for coordinating and rationalizing the activities of the UN system, Canada chaired the working group. Agreement was reached on initial reforms in the areas of procedure and documentation and, more important, on the establishment of a more formal working group to meet in New York, in January, 1973, to review the terms of reference of all the Council's committees, commissions and other subordinate bodies, to consider if the number of such bodies could be reduced and to report to ECOSOC's session in April, 1973.

Although not a member of the Council at present, Canada holds membership on many of its most impor-

tant sub-bodies, including the Economic Commission for Latin America, the Commission on Narcotic Drugs, the Commission for Social Development, the Commission on the Status of Women, the Advisory Committee on Application of Science and Technology to Development (Mr. L. Rousseau is a member in his personal capacity), the Committee on Science and Technology for Development, the Committee on the Elimination of Racial Discrimination (Mr. R. St-John Macdonald is a member in his personal capacity), the Committee on Review and Appraisal of the Second Development Decade and the Committee on Natural Resources.

While the Commission on Narcotic Drugs did not meet in 1972, the offensive against narcotics was pursued. Ninety-seven countries met in Geneva, from March 6 to 24, to consider amendments to strengthen the 1961 Single Convention on Narcotic Drugs. As a party to the Convention, Canada participated in this Conference where a protocol embodying amendments to the Convention was adopted and offered for signature. Canada supported the terms of the protocol although it did not sign it pending the presentation and consideration of the LeDain Commission's final report, when a decision concerning action towards signature and ratification of the protocol will be taken. In recognition of the international scope of these problems, Canada presented to the Secretary-General, on May 8, a cheque in the amount of \$250,000 representing our contribution for the 1972-73 period to the UN Fund for Drug Abuse Control.

A member of the Commission on the Status of Women since 1968, Canada was re-elected to it for a four-year period, beginning in January 1975, at the fifty-second session of the Economic and Social Council on May 18. The Commission, which meets biennially, held its twenty-fourth session in Geneva from February 14 to March 3. Since the publication in 1970 of the report of the Royal Commission on the Status of Women, the Canadian Government has established as one of its priority items the need to attain a *de jure* and *de facto* equality between men and women in all aspects of Canadian society. This concern was reflected in Canada's attitude with respect to the various items on the agenda of the Commission. On Can-

ada's initiative, the Commission recommended to the General Assembly a resolution concerning the employment of women in senior and other professional positions by the secretariats of organizations in the UN system, which was adopted unanimously. A number of studies were prepared at the request of the Secretary-General and transmitted to the UN on various aspects of the status of women, including a report on "The Influence of Mass Communication Media in the Formation of a New Attitude Towards the Role of Women in Canada", prepared by the Privy Council Office.

Canada's participation in the Commission on Social Development ended for the time being in December, 1972. At the Commission's biennial session in March, 1971, the Canadian delegation had taken a special interest in the item "Criminality and Social Change", under which the report and recommendations of the fourth UN Congress on the Prevention of Crime and the Treatment of Offenders, held in Kyoto (Japan) in 1970, were considered. The Canadian delegation also cosponsored a resolution endorsing the Congress recommendations to the effect that the UN should intensify international efforts to advance knowledge, exchange experience and develop policy, practice and popular participation in crime prevention. Canada's interest in domestic and international activities in this area is reflected by its hosting the fifth UN Congress on the Prevention of Crime and the Treatment of Offenders, to be held at Toronto in September, 1975.

### Political and security questions

The Charter requires every member state to work toward the achievement of international peace and security. Canada has always played an active role in this regard, particularly through its contributions to and participation in United Nations peacekeeping efforts. However, disagreement has arisen among member states over the United Nations' proper constitutional role in this field and over the operational authority which should control such activities. A committee was established in 1965 to undertake a comprehensive review of peacekeeping operations. So far, the Committee has made slow progress because of the exceptional difficulty and delicacy of the issues involved.



Nonetheless, in 1972 the Committee succeeded in endorsing a new bureau of officers, including a vice-chairman from Canada, and in enlarging its Working Group of which Canada is a member. With the establishment of this new procedural framework, there is the hope that the Committee can make progress on the substantive issues. Canada introduced a resolution extending the Committee's mandate for another year, which was accepted unanimously. A Canadian memorandum on the command and control of peacekeeping operations provides the Committee with some practical suggestions which, it is hoped, will contribute to a solution of these problems.

## Africa

During 1972, Canada's position on Southern Africa questions reflected its concern with the question of human rights, a major political issue before the United Nations. At this twenty-seventh session, the General Assembly adopted a series of resolutions dealing with the territories under Portuguese administration, the status of Rhodesia under the Smith regime, the policies of *apartheid* of the Government of South Africa and the future of Namibia. Canada supported the resolution reaffirming the right of the peoples of territories under Portuguese administration to self-determination and independence. It was emphasized that we had voted for the resolution primarily because of the initiative calling for negotiations between the Portuguese Government and the people of the respective territories—a course which conformed with Canada's view that the dispute should be settled by peaceful means through negotiation between the parties.

On Rhodesia (Zimbabwe), the General Assembly adopted two resolutions calling on Britain and other members to take all effective measures to put an end to the Smith regime and to bring about conditions necessary to enable the people of Zimbabwe to exercise their right to self-determination and independence. Although Canada supported their general objectives, it abstained on both resolutions because of its concern that neither would help to create conditions necessary for a solution to the problem.

Canada supported all but two of the General Assembly's numerous resolutions assailing South Africa's *apartheid* policies. While condemning the racially discriminatory policies of South Africa, Canada stated its opposition to violent solutions to this problem, as well as to interference with bilateral trade in peaceful goods and to undermining the principle of universality of United Nations membership by excluding South Africa from the Specialized Agencies. Canada also abstained on a resolution by the General Assembly which called upon the Government of South Africa to withdraw immediately from Namibia (South West Africa), although Canada recognizes the right of the people of the territory to self-determination and independence and supports the efforts of the Secretary-General to achieve a negotiated solution.

## Middle East

In the discussion of Middle Eastern items, Canada maintained its balanced and objective approach to issues arising from the Arab-Israeli conflict. Canadian representatives expressed the view that the full implementation of Security Council Resolution 242, adopted in 1967, offered the best means of achieving peace in that region. However, the Canadian delegation abstained in the vote on the General Assembly Resolution dealing with the Middle Eastern situation, on the grounds that certain references in the resolution could have been interpreted as derogating from the balance and integrity of Resolution 242; it also voted against a resolution stemming from the report of the special committee to investigate Israeli practices affecting the human rights of the population of the occupied territories. The Canadian Government expressed the belief that the Special Committee had been given an unsatisfactory mandate and that there was little purpose in going on with it. Moreover, the Committee had been denied access to the occupied areas, a fact which precluded the production of a report which could be considered evidential.

In the absence of a solution to the Palestinian refugee problem, which Canada believes must be part of any general political settlement, Canada extended substantial financial support to the United Nations

Relief and Works Agency for Palestine Refugees (UNRWA), increasing its 1972 contribution by \$200,000 to a total of \$1.6 million because of the importance of the Agency's humanitarian work.

## Asia

One of the most contentious and potentially acrimonious political matters dealt with at the General Assembly was the question of the admission of Bangladesh to membership in the United Nations. For the first time, China exercised its right to veto in the Security Council on the application of Bangladesh. This led to the presentation of a resolution before the General Assembly requesting the Security Council to reconsider its decision. Canada worked actively to avoid a confrontation. After much negotiation, a compromise solution in the form of parallel resolutions was worked out (and adopted by consensus in the General Assembly) favouring the application of Bangladesh and calling for a fair settlement of the issues, including the return of Pakistani prisoners of war. Canada also supported Bangladesh's applications to join UN Specialized Agencies.

## Institutional development

On the effective functioning of the United Nations and the need to strengthen its role in international affairs, Canada's view was that the United Nations Charter had proved to be a remarkably flexible document, capable of growth and adaptation in response to changing conditions and needs. The future of the organization depends not so much on changing its basic structure as upon the political will of member states to fulfil their obligations and responsibilities as laid out in the Charter. In keeping with this position, which was shared by most other delegations, Canada supported resolutions requesting the Secretary-General to submit a report based on the suggestions of member states concerning the desirability of a review of the Charter, and another report on ways and means of strengthening the role of the United Nations so that its potential might be more effectively used.



*On his first official visit to Ottawa, Mr. Kurt Waldheim, UN Secretary General, signs the guest book at Uplands Air Base. Beside him are Mrs. Waldheim and the Secretary of State for External Affairs, Mitchell Sharp, who welcomed the distinguished couple to Canada.*

C.P. Photo

## Administrative matters

Work in the administrative and budgetary field was dominated by the debate over a proposal by the United States to reduce its contribution to the United Nations regular budget to the level of 25 per cent of the total appropriation. Canada supported this proposal, which was accepted by the General Assembly, on the basis of the principle previously recognized by the United Nations that significant disproportions in rates of assessment would not be appropriate for an organization of sovereign and equal states. Furthermore, measures would be taken to ensure that the implementation of this proposal would not result in the increase of the contribution of any other member state.



A number of other important steps were taken in 1972 which will help to improve the administrative performance of the organization. Canada offered constructive suggestions concerning the adoption of a new form of presentation of the United Nations budget, based on the concept of programme budgeting and a biennial budget cycle. The Canadian delegation also worked actively and successfully to establish a new International Civil Service Commission which will review the whole question of conditions of service for United Nations staff members.

There are a number of Canadians at senior levels in the secretariats of the United Nations and its family of organizations. In 1972, the Secretary-General of the United Nations appointed a distinguished Canadian, Doctor G. F. Davidson, as Under Secretary-General for Administration and Management. Employment of Canadians in the secretariats of the United Nations and its subsidiary bodies provides another means for Canada to promote a high level of competence in the organization. An active effort is under way to recruit Canadians from executive levels for employment in senior international posts.

## **United Nations University**

The 27th General Assembly decided, by Resolution 2951, to establish an international university under the auspices of the UN, to be known as the United Nations University. The proposed institution will consist of a programming and coordinating central unit and of a system of affiliated research institutes. Canada voted in favour of the resolution which was adopted (101-8-4) on December 11, 1972. The resolution called for the establishment of a 20-member Founding Committee, to be nominated by the Secretary-General of the UN and the Director-General of UNESCO. Dr. Roger Gaudry, rector of the University of Montreal, was named to this Founding Committee which will be responsible for further definition of the principles and objectives of the university and the drafting of its charter. The results and recommendations of the Founding Committee meetings will form the basis of the report the Secretary-General will make to the twenty-eighth Assembly at which the further decisions on the university will be made.

## **FUNCTIONAL**

### **Arms Control and Disarmament**

Closely linked in national security terms to its defence arrangements is Canada's active participation in international discussions and negotiations on arms control and disarmament. Arms control agreements are a vital factor in slowing the arms race and thereby reducing the risk of war. In the Canadian view, progress towards the ultimate goal of general and complete disarmament depends on the step-by-step solution of problems causing international tension and on the achievement of effective international control of the implementation of arms control treaties. As a leading industrial nation with particular competence in the field of nuclear technology, Canada is in a position to make a distinctive contribution to international disarm-

ament efforts and has participated in the work of every UN body concerned with disarmament since the organization was founded in 1945.

Multilateral discussions relating to arms control take place in a number of forums, but are conducted regularly in the Conference of the Committee on Disarmament (CCD) of which Canada is a member. Meeting in Geneva, the Conference has negotiated several far-reaching arms control agreements since its inception (as the Eighteen-Nation Disarmament Committee) in 1961. Although not strictly speaking a United Nations body, the CCD reports to the United Nations General Assembly and its deliberations and proposals provide a large part of the material considered by the UNGA in its disarmament debates.

## Nuclear testing

In 1972, activity in the CCD and in the UNGA First Committee, which has responsibility for disarmament questions, centred on the cessation of nuclear testing and the elimination of chemical weapons. In its present form, the nuclear testing issue has been before the UNGA and the CCD since 1963 when the Partial Test Ban Treaty was signed. This treaty prohibits nuclear tests in the atmosphere, in outer space and under water. The ban does not apply, however, to underground tests and this shortcoming has enabled the USSR and the USA to continue active nuclear weapons test programmes, although these must all be carried out below the earth's surface. Moreover, neither France or China has adhered to the treaty, and both continue to test in the atmosphere.

Parties to the Partial Test Ban Treaty undertook, under its terms, to continue negotiations towards "the discontinuance of all test explosions of nuclear weapons for all time", and the achievement of an underground test ban has accordingly been a main objective of the CCD. The two super-powers have declared that they share this objective, but their positions differ sharply on what would constitute adequate verification of an underground test ban. The United States contends that obligatory on-site inspections are needed to clarify ambiguous seismic disturbances that cannot be classified either as earthquakes or tests by teleseismological means alone. For its part, the Soviet Union holds that on-site inspections are unnecessary and unacceptable. Neither has departed in any significant way from the position taken in 1963, and the CCD has accordingly made no progress towards an underground test ban.

The initiative has thus been left to smaller powers. Canada, for its part, has tried to stimulate the resumption of active negotiations on an underground test ban by urging the super-powers to adopt more flexible positions, by proposing interim measures which would lead to a reduction in testing, and through contributions to scientific knowledge in the area of seismology, with a view to reducing the verification problem. In this connection, Canada agreed in 1972 with Sweden and Japan on measures to improve tripartite cooperation in seis-

mological verification of underground explosions, and submitted a joint working paper on the subject to the CCD; in addition, Canada and Sweden also tabled a working paper in the CCD on international cooperation in short-period seismological discrimination of shallow earthquakes and underground nuclear explosions. In addition to its efforts to bring about an underground test ban, Canada has repeatedly urged France and China to abandon their atmospheric testing in particular, and to adhere to the partial test ban.

The basic elements of Canadian policy were set down in a resolution which Canada, together with 15 other countries, submitted to the UNGA in 1972. This resolution stressed the urgency of halting all nuclear weapons testing in all environments; urged all states which had not done so to adhere to the Partial Test Ban Treaty; called upon governments testing underground to take unilateral or negotiated steps to suspend or reduce such testing pending the early entry into force of a total ban; requested the CCD to give first priority to this item and to submit a special report to the twenty-eighth session of the General Assembly; and urged governments to develop further their capabilities for the detection and identification of underground nuclear tests. This resolution received wide support in the General Assembly.

## Chemical and biological weapons

The use of chemical and biological weapons is prohibited by the Geneva Protocol of 1925, but some military powers have nonetheless continued to develop, produce and stockpile them, especially chemical weapons. A major step towards reinforcing the Geneva Protocol was taken on April 10, 1972, when a treaty on the elimination of biological weapons, which had been negotiated in the CCD, was opened for signature; Canada signed the treaty on that day and ratified it on September 18. The Convention will enter into force when 22 countries, including the USA, the USSR and Great Britain have ratified it.

Discussions have continued in the CCD on the contents of a parallel treaty which would prohibit the development, production and stockpiling of chemical weapons. Progress on this issue has been slow, owing



in part to the difficulty of devising adequate verification procedures that would be politically acceptable to all parties; there are also problems in defining substances which would be banned and in determining with precision the nature of activities falling within the treaty's scope. Nevertheless, useful work was carried out by the CCD in 1972 in exploring the technical aspects of a chemical weapons prohibition; member delegations submitted working papers on a variety of problems and an informal meeting of experts was held which saw a useful exchange of views on technical questions. Canada submitted a working paper on the toxicity of chemical substances "which examined methods of estimation of toxicity and applications of the technique to a chemical weapons control agreement".

At the last UN General Assembly, Canada co-sponsored a resolution which reaffirmed the objective of effective prohibition of chemical weapons, requested the CCD to continue negotiations toward this objective, and called for the widest possible adherence to the biological weapons convention and to the Geneva Protocol.

### **Strategic Arms Limitation Talks (SALT)**

In terms of the world power balance, the most significant development relating to arms control in 1972 was the signature by the USA and the USSR of agreements on the limitation of strategic arms. These agreements, which were signed at Moscow in May, include:

- a treaty of indefinite duration under which each party agreed not to deploy ABM systems or components, except for two complexes—one for the national capital and one for an ICBM field;
- an interim agreement freezing for five years the numbers of intercontinental ballistic missile (ICBM) launchers and submarine-launched ballistic missile (SLBM) launchers;
- a protocol fixing the numbers of SLBMs and ballistic missile submarines and allowing the replacement of land-based missile launchers by SLBMs within established limits; and
- agreed interpretations and unilateral declarations.

Provision was also made for the creation of a standing USA-USSR Consultative Committee to consider the implementation of these agreements and related matters.

On November 21, 1972, the United States and the USSR resumed negotiations at Geneva with the aim of achieving a definite treaty on the limitation of offensive weapons systems. The USA has followed the practice of consulting its NATO allies on the substance of SALT. These consultations have afforded Canada an opportunity to make known its views on the negotiations, which, though bilateral in form, concern the security of the international community as a whole.

### **Mutual and Balanced Force Reductions (MBFR)**

With the improvement of the political climate in Europe in recent years, both NATO and the Warsaw Pact countries have turned their attention to seeking stable solutions to the problems of European security. The Atlantic alliance, in examining ways in which to promote such a stable solution, has proceeded from the premise that a reduction in the level of armed confrontation in Central Europe between the two military alliances could be an important contribution to a long-term solution of the European security problem. Canada accordingly played a significant role in deliberations within the alliance during 1972, aimed at laying the groundwork for a meaningful conference to discuss the question of MBFR with the Warsaw Pact.

A major breakthrough occurred with the decision to begin exploratory talks on European security in two different forums—one in Helsinki and one in Vienna. The Helsinki talks, which began on November 22 with 32 European states, have been primarily concerned with political, economic and cultural issues and their implication for European security. The Vienna meeting, which opened on January 31, 1973, has as its aim the preparation of a full-scale conference on force reductions in Central Europe. It is expected that such a conference will begin in the autumn of 1973, and will be limited to members of NATO and the Warsaw Pact as it is primarily the forces of these alliances which confront each other in that area.

Canadian interest in MBFR results from a general desire to increase world security through a reduction of tension inherent in armed confrontation, and more specifically from Canada's direct interest in European security. However, Canada recognizes that, to be successful, force reductions in Europe (as in all successful arms control agreements) must avoid having a destabilizing effect, and therefore must be carried out so as not to operate to the military disadvantage of any side. Thus, it is hoped that the 1973 conference will initiate measures resulting in a major step in the direction of long-term stability and security on the European continent.

## **Economic Affairs**

As the focus of international relations has increasingly included economic matters, the traditional distinctions between "political" and "economic" relations have become blurred. Foreign policies generally, and that of Canada in particular, have a substantial economic basis. Moreover, efforts to diversify international relations frequently are pursued first in economic areas.

Current international issues reflect this situation. Developed countries throughout the world have been faced with a monetary crisis, conflicts in the trade field and international inflationary forces. Increased economic interdependence has intensified the need for cooperation among these countries in order not only to achieve stable economic growth but also to ensure that environmental and other factors affecting national well-being receive due consideration. The growing economic content of relations with communist and socialist countries is readily evident. Relations with developing countries quite evidently focus largely upon trade, aid and other factors affecting their development, which must of course be a major policy consideration for the developing world.

Within this international environment Canada has its own economic policies. Their external ramifications and their consistency with our foreign policy objectives in general are the concern of a Bureau of Economic and Scientific Affairs within the Department. The Bureau

acts in close cooperation with other Government departments to achieve the pursuit abroad of Canada's international economic interests.

## **Accent on energy and resources**

Throughout the world, energy and resource questions are of major concern. Canada has an important stake in practically every facet of the international energy situation. It is a significant importer and exporter of crude petroleum, a major exporter of coal, gas and uranium, and is now about to export complete nuclear power systems. Both bilaterally and multilaterally, Canada is engaged in discussion of energy issues with many foreign countries. With the U.S. such discussions cover a variety of subjects—northern pipelines, emergency oil-spill and clean-up coordination, import and export policies and security of supply questions. (The Canadian Government strongly objected to the marine transport of crude oil bound for U.S. refineries through Canadian coastal waters.) Within the OECD, NATO and such specialized bodies as the International Atomic Energy Agency, consultation has covered a wide range of subjects. These include international sales of Canada's reactor system and other nuclear equipment and materials (under controls to fulfill Canada's obligation not to contribute to the spread of nuclear weapons under the Non-Proliferation Treaty).

The rational development of domestic resources is of prime concern to the Government and led to the elaboration of new policies in a number of areas. These policies have had important implications for Canadian foreign relations, which the Department has had to take account of in the conduct of our foreign policy generally. Within a number of international organizations, including the United Nations, Canadian representatives have participated in international consideration of new policies and practices designed both to conserve non-renewable resources, to ensure reasonable control over them and a reasonable return to the countries in which such resources are located. In some cases this has led to increasing cooperation with other producers in order to achieve more stable and remunerative markets, including improved terms of access; in others it has led to



arrangements among consumers and producers to seek supply-demand equilibrium and appropriate environmental and other regulations affecting long-term utilization. Increasingly, international attention is being paid not only to trade in resource materials or to the economic and political conditions affecting their development, but also to political and social implications. Canadian foreign policy and domestic resource policies have accordingly been based upon such considerations, and these are reflected in Canada's external relations.

### **Trade Policies Vital**

Given Canada's position as the world's fourth-largest trading entity (after the U.S., the EEC and Japan),

it is not surprising that, in 1972 as in previous years, many of the economic preoccupations of the Department and of Canadian missions overseas centred on "commercial" issues in the immediate sense, including multilateral efforts to remove barriers to trade or bilateral representations to obtain more favourable access for Canadian goods. At the same time, greater attention has been paid to developing longer-term policies that will meet the changing demands facing the Canadian economy in an increasingly competitive environment, for example, the elaboration of an external dimension for Canadian industrial development in the Seventies and Eighties. Policy studies on such matters as the need to expand further processing in Canada of



*Files of visitors converge at the impressive entrance to the Canadian exhibition hall in Peking. Technicians, supervisory personnel and workers, they came from a wide range of industrial plants and agricultural communes in the People's Republic of China.*

resource-based exports have a fundamental bearing on our relations with other countries. Success in implementing such policies could depend in large measure on our ability to discern accurately the external environment in which they are applied. In conjunction with the other economic departments, External Affairs has participated actively in these studies.

Against this background, a great deal of movement occurred on the multilateral plane in 1972. Canada rapidly associated itself early in 1972 with the announcements by the USA, the EEC and Japan to enter into multilateral trade and tariff negotiations to begin in 1973, and participated fully in the preparatory work in GATT during the course of the year. As this round of negotiations is expected to include removal or reduction of non-tariff barriers to trade as well as tariffs, the prospect exists that this could be the most significant round to date. These preparations have taken place against a background of serious monetary disruptions and a further erosion in 1972 of the U.S. balance of payments. Canadian representatives participated actively in international efforts to meet a series of exchange crises; and Canada, as a member of the newly formed Committee of Twenty, was deeply involved in discussions of the reform of the monetary system.

Reviewing Canada's relations by regions, its trade and economic relations with the USA (with their enormous impact on the state of our political relations) remained unsettled, although in an improving climate. The U.S. continued to be, by far, our most important trading partner, importing \$13.5 billion of Canadian exports (about 69 percent of the total), and exporting \$12.9 billion to Canada (about 25 percent of their total exports). Meanwhile, a strenuous effort was made to strengthen our longer-term substantive relations with the EEC, both in order to offset the short-term but significant negative effect on Canadian trade of Britain's entry into the Community and to realize longer-term considerations of mutual trade and industrial interest. In mid-1972, a group of senior Canadian officials visited Brussels and informally proposed to the EEC that Canada and the Community explore whether a comprehensive agreement (on a MFN basis) on trade and economic questions could assist the development of

Canada-EEC relations. A dialogue was initiated on this prospect and further meetings are planned for 1973. Our rapidly developing economic relations with Japan also received increasing attention, given Japan's importance as a trading partner for Canada and its prominence in international trade and payments questions. Relations with other major trading partners such as Australia, New Zealand, China and the USSR also assumed new importance. Although Canadian trade with developing countries represents a relatively small proportion of the total, these relations continued to absorb their share of attention. During 1972, Canada took the first legislative steps (completed in 1973) towards implementing its General Preference Scheme which, in common with those of other industrialized countries, will provide improved access to the Canadian market for a wide range of products from developing countries.

## UNCTAD

Perhaps the single event which most sharply focused world attention on development questions in 1972 was the Third United Nations Conference on Trade and Development, held in Santiago, Chile, during April and May. The conference adopted a comprehensive action programme for the least advanced of the developing countries; and it was agreed that the voice of developing countries must be strengthened in decisions on monetary reform and that special arrangements should be made to facilitate their participation in the forthcoming GATT round.

Other subjects of vital interest for the developing countries at UNCTAD III included terms of trade, commodity agreements, tariffs, and the transfer of technology. Many of these issues continue to be discussed both in UNCTAD and in other appropriate international agencies. 1972 saw the successful negotiation of an International Cocoa Agreement, designed to stabilize the world cocoa market, which has been marked in the past by wide fluctuations in price and supply. During the year, preparations were made for the negotiation of the International Sugar Agreement and, in the shipping field, agreement was reached to proceed towards a Code of Conduct for Liner Conferences.



## Aid to development

As an expression of the Government's firm commitment to international development in the 1970 foreign policy review, the Canadian aid programme for developing countries continued its rapid growth rate to reach a level of \$491 million in allocations for the fiscal year 1972-73. The aid programme thus represented an increasingly important element in the conduct of Canada's foreign relations, particularly with the Third World. While the Canadian International Development Agency, a separate organization under the Secretary of State for External Affairs, is primarily responsible for the administration of Canada's aid programme, the Department worked closely with it as with other interested departments, both in the development of policy and in ensuring coordination with other Canadian foreign policy interests. With the steady growth of the Canadian aid programme, an increasing proportion of the Department's personnel resources are engaged, in cooperation with CIDA officers, in administering these programmes at Canadian missions abroad.

While its principal objective has remained the economic and social development of the developing countries, our aid programme has been an invaluable instrument in reinforcing several other traditional objectives of Canadian policy. Canada's commitment to internationalism and to fostering development as a major responsibility of the world community was enhanced by the channelling, in 1972, of some \$133 million of Canadian aid (27 percent of the total) through multilateral institutions such as UN institutions, the World Bank Group and regional development banks. In Canada's bilateral programmes, care was taken to ensure that the balance among regions reflected the importance Canada attached to its relations with the developing countries of Asia, Commonwealth and *francophone* Africa, the Caribbean and Latin America. Moreover, in the interests of developmental effectiveness, an effort was made during the year to concentrate bilateral programmes in a smaller number of countries where the impact would be greatest and where Canadian capabilities could be used to their fullest extent. The goal

of Third World development pursued through that aid programme was not without benefit to the growth of the Canadian economy, as the result of direct procurement in Canada as well as the opening of new trade possibilities abroad.

Special attention was given in 1972 to the relief and rehabilitation needs of the new nation of Bangladesh which received \$53 million in grant aid, some \$25.8 million of it in the form of food. Canada's growing involvement in inter-American affairs was emphasized by our formal admission to membership in the Inter-American Development Bank, accompanied by a pledge to contribute \$100 million over three years to the Bank's ordinary and special resources to be used for development projects in Latin America and the Caribbean. During the year, Canada's bilateral assistance programme was extended to Cuba and Haiti.

## Transportation and telecommunications

As a country which depends heavily on international trade and whose citizens travel widely for business and pleasure, conditions of international transport are of considerable importance for Canada. The Canadian Government therefore takes an active part in international organizations dealing with transport questions, such as the Intergovernmental Maritime Consultative Organization, the International Civil Aviation Organization and the United Nations Conference on Trade and Development. The Department also plays a major role in the negotiation of bilateral air service agreements, such as the recent agreements with Italy, China, and Germany, and the current discussions with the U.S., in close cooperation with the Department of Transport, the Canadian Transport Commission and other departments and agencies.

International telecommunications also have a key place in Canadian concerns. Canada has been actively engaged in the development of improved international telecommunications facilities, first by means of submarine cables and more recently by telecommunications satellite. The Department of External Affairs has been represented on the Canadian delegations to virtually all

of the international meetings establishing agreements on new telecommunications facilities. The Commonwealth telecommunications network forms a major link among Commonwealth nations, and Canada's continuing interest in the maintenance and development of this system, involving both cable and satellite networks, was underlined by the Canadian Government's acting as host to the Commonwealth Telecommunications Conference in Ottawa in November 1972.

## **International Law**

Through its Bureau of Legal Affairs, the Department provides a general advisory service to the Government on issues of international law, including advice on treaties to which Canada is a party. The Bureau also acts as the operational arm of the Government in the development and maintenance of international law. The following matters were highlighted in the course of a year of intense activity in a wide range of subjects.

### **Law of the Sea**

During 1972, Canada continued its active participation in the United Nations Committee on the Peaceful Uses of the Seabed and Ocean Floor Beyond the Limits of National Jurisdiction, which met in New York in February and March, and in Geneva in July and August. During these sessions, Canada tabled working papers on fisheries management principles, marine scientific research and the preservation of the marine environment, in addition to the working paper it had previously tabled on the proposed régime for the seabed beyond national jurisdiction. These documents represent a major contribution to preparations for the Law of the Sea Conference to be held in New York in November and December, 1973 and in Santiago, Chile, in April and May, 1974. The Conference will deal with a variety of issues comprising the establishment of an equitable régime (including international machinery) for the seabed and ocean floor beyond the limits of national jurisdiction; a precise definition of this area of the seabed;

the breadth of the territorial sea and the question of international straits; fishing and conservation of the living resources of the high seas, including the preferential rights of coastal states; the preservation of the marine environment and the prevention of marine pollution; and marine scientific research.

The Arctic Waters Pollution Prevention Act which received royal assent in 1970 was proclaimed in force on August 12, 1972, and appropriate regulations were promulgated under the statute. The act sets forth Canada's view of the special status of Arctic waters and ice and the special rights and responsibilities of Arctic coastal states, with particular respect to the preservation of the Arctic environment. It constitutes the assertion of a limited form of jurisdiction required to ensure the preservation of the Arctic environment, having regard to the unique nature and the particular vulnerability of this environment, the disastrous consequences which could flow from its pollution or degradation, and the especially severe risks involved in the navigation of Arctic waters.

At the bilateral level, Canada carried out intensive negotiations with Denmark and France, which it is believed will soon result in treaties concerning the delimitation of the continental shelf between Canada and those countries. In the area of fisheries, Canada concluded phasing-out agreements with Portugal, Denmark, Britain, France and Spain. These agreements, added to the two signed with Norway in 1971, concerning fishing and sealing operations, brought to an end the series of negotiations which have been held over the past ten years with the European states whose fleets have traditionally fished in the waters now enclosed by Canada's territorial sea and fishing zones, and provide for the virtual elimination of their fisheries in these zones by 1978. The agreement signed in 1970 between Canada and the United States on reciprocal fishing privileges in certain areas off their coast was extended unchanged for a further year. Further developments in the extension of Canadian fisheries jurisdiction await the results of the Law of the Sea Conference in 1974, but these are likely to include provisions for extending coastal state jurisdiction over a broad area beyond the 12-mile limit.



## **Environmental law**

Canada continued in 1972 to play a leading role in the development of environmental law through its participation in the United Nations Conference on the Human Environment in Stockholm in June 1972, the United Nations Preparatory Committee for the Law of the Sea Conference, the Intergovernmental Maritime Consultative Organization (IMCO), and in other forums such as the NATO Committee on the Challenges to Modern Society and the OECD Environmental Committee. The Declaration on the Human Environment adopted by the Stockholm Conference embodies legal principles, relating to state responsibility for activities causing extra-territorial damage, based on the proposals put forward by Canada. The body of principles endorsed by the conference on the preservation of the marine environment and the prevention of marine pollution was the result of a proposal first initiated by Canada. Moreover, the statement of objectives concerning the marine environment endorsed by the conference also arose from a Canadian proposal. On the basis of these principles, Canada has proposed, in a working paper and in a set of draft articles tabled at the United Nations Preparatory Committee on the Law of the Sea, that the Conference on the Law of the Sea should elaborate a "master" or "umbrella" treaty establishing general objectives and general rights and obligations concerning the preservation of the marine environment, and give a common direction and impetus to the further development of appropriate national and international measures.

Canada adopted a similar position at an intergovernmental conference in London, in October and November, which drafted an international convention that Canada signed on December 29, 1972, to prevent the pollution of the marine environment by the dumping of waste and other matter at sea. The convention may prove to be a breakthrough in the development of concrete international environmental law. It translates the Stockholm Declaration on the Human Environment and the marine pollution prevention principles into a treaty dealing specifically with ocean dumping. Moreover, in the preparatory work for the 1973 IMCO Marine Pollution Conference, Canada has proposed the adoption

of enforcement measures which would enable coastal as well as flag states to prosecute vessels for the violation of the convention's discharge standards. This sharing of responsibility is basic to the Canadian position of trying to bring about an accommodation of interests in dealing with the conflicting uses of the sea.

Consultations with the United States began in 1972 on a wide range of issues concerning transnational pollution based on the relevant principles of the Declaration on the Human Environment. It is the Canadian hope that this will constitute a desirable "next step" in the development of international environmental law by giving practical application to the principle of state responsibility for activities which may cause damage to areas beyond national jurisdiction.

## **Unlawful interference with civil aviation**

In April, 1971, representatives of Canada and the United States, at a session of an ICAO Legal Sub-Committee, had co-sponsored a working paper containing the text of a draft multilateral convention creating international machinery for taking joint action against states which failed to live up to the legal obligations contained in the relevant international conventions, such as the Tokyo, Hague (hijacking) and Montreal (aircraft sabotage) Conventions. However, after the initiative encountered opposition from a number of countries, the ICAO Assembly voted in July, 1971, over the strong opposition of Canada, to remove the subject of joint action from the active list on the ICAO Legal Committee's work programme.

In the aftermath of the Lod Airport massacre, it was possible to get the ICAO Council to again assign a high priority to the question of joint action. On June 19, 1972, the Council adopted a resolution, proposed by the United States and co-sponsored by Canada, directing ICAO's Legal Committee "... to convene immediately a Special Sub-Committee to work on the preparation of an international convention to establish appropriate multilateral procedures within the ICAO framework for determining whether there is a need for joint action..." against states which fail to live up to legal obligations pertaining to international civil aviation.



*Emergency ambulance stands ready as policemen surround a hijacked Air Canada DC-8 passenger jet, with the hijacker and his hostage, stewardess Margot Sommer, aboard at the Frankfurt Airport. Later, police shot the hijacker.*

UPI Photo

tion. The Special Legal Sub-Committee, in which Canada was an active participant, met in Washington from September 4 to 15, 1972.

Although a number of basic substantive differences still remain, the Washington meeting was able to

achieve positive results, especially in view of the fact that, just over one year before, the subject of a joint action convention had been placed on the inactive list. Although some states continued to oppose any type of joint action within an ICAO framework against de-



faulting states, the Special Sub-Committee was able to agree that the subject entrusted to it by the ICAO Council (i.e. of preparing an international convention) was "ripe" for consideration by the ICAO Legal Committee which, as recommended by the Special Sub-Committee was scheduled to meet in Montreal in January, 1973. The Special Sub-Committee's report contained the draft texts of provisions for two-stage action: first, a "commission of experts" convened to determine whether an accused State had contributed to a threat to the safety of civil aviation; secondly, machinery (proposed by Canada, the U.S.A., Netherlands and Britain) for taking joint action after a determination of fault had been made under stage one.

Since the Cuban Government did not wish to assume any multilateral obligations with respect to the hijacking of aircraft, Canada proposed in 1969 that the two countries negotiate a bilateral hijacking agreement that would provide for the extradition or prosecution of hijackers and for the expeditious return of hijacked aircraft, crew and passengers. Following a first round of negotiations held in Havana in February, 1971, Canada submitted to the Cuban Government in March, 1972, a revised draft agreement, and invited it to send a delegation to Ottawa for the second round of negotiations. In early December, the Cuban Foreign Minister gave the Canadian embassy in Havana a new draft text to serve as the basis of further negotiations. An official of the Department then went to Havana to assist in obtaining clarification from Cuban officials of a number of details in the new text and in setting the stage for sending a Canadian delegation to Havana early in 1973 for the final round of negotiations.

### **Multinational enterprises**

As the result of a Canadian initiative started in 1971, the 1972 session of the United Nations General Assembly requested the United Nations Commission on International Trade Law (UNCITRAL) to include in its terms of reference an examination of the legal problems presented by the operations of multinational enterprises.

### **Outer space law**

At the April, 1972 session in Geneva of the United Nations Outer Space Committee's Legal Sub-Committee, the Canadian delegation tabled a Draft Convention on the Registration of Objects Launched into Outer Space providing for the establishment of an international system for registering all objects launched into outer space. In 1968, France had also tabled a draft convention but the emphasis in their draft had been on national registers rather than on an international register.

At the Legal Sub-Committee session, the Canadian and French delegations were able to combine their separate drafts into a joint paper which was given detailed consideration by a wording group of the whole. Although the U.S.A. and U.S.S.R. were not enthusiastic about the idea of compulsory registration system, they were co-operative. Accordingly, although no agreement was reached on some details of the joint draft, most of the important principles were accepted. For example, while it was not possible to reach agreement on the type of detailed information to be provided to the Secretary-General of the United Nations, there was no objection to the principle of furnishing information on objects launched into outer space. As authorized by the United Nations General Assembly at its fall session, the Legal Sub-Committee will pursue work on the Draft Convention at its 1973 session as a matter of high priority.

### **International humanitarian law in armed conflicts**

The Legal Bureau has been working closely with the Judge Advocate General's Office of the Department of National Defence and the Canadian Red Cross Society in different stages of diplomatic activity, under the auspices of the International Committee of the Red Cross (ICRC), which it is hoped will lead to the adoption of protocols adapting the four Geneva conventions of August 12, 1949, for the protection of war victims to the realities of contemporary armed conflict situations.

To facilitate this complex task, the ICRC convened a First Conference of Government Experts on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts in Geneva in May, 1971. The Canadian delegation promoted vigorously the view that, building upon common Article 3 of the 1949 Geneva Conventions, a basic minimum standard of humanitarian treatment should be applied in all armed conflict situations, whether these were characterized as "international" or "non-international". Canadian experts presented a draft protocol embodying this concept for which a number of other experts expressed support or interest.

The ICRC then formulated two draft protocols to the Geneva Conventions—one concerning international armed conflicts and the other, based on the draft proposed by Canada at the first conference, concerning armed conflicts of a non-international character. The ICRC convened a Second Conference of Government Experts in Geneva from May 3 to June 3, 1972, to consider the two draft protocols. At this second conference, Commission II (which, as at the first conference, was chaired by a Canadian expert) reviewed the second draft protocol dealing with non-international armed conflicts. The need to develop common Article 3 of the 1949 Geneva Conventions was largely accepted by the experts.

Basing itself on the work of the second conference and consideration of this subject in the Sixth (Legal) Committee at the 1972 session of the United Nations General Assembly, the ICRC intends to revise its two draft protocols by the end of the spring of 1973 and to distribute the revised protocols to states parties to the 1949 Geneva Conventions. The Swiss Government, in collaboration with the ICRC, intends to convene a diplomatic conference in Geneva in the spring of 1974, which, it is hoped, will adopt final versions of the two protocols.

### **International terrorism**

The United Nations Secretary-General proposed the inscription of an item on measures to prevent terrorism on the agenda of the 1972 General Assembly. The

item provoked controversy owing to the tendency of many non-aligned countries to write off this initiative as an attempt to put the lid on national liberation movements. It was possible to inscribe the item only by specifying that it would cover acts of terrorism with a clear "international" element, and that the underlying causes of terrorism, as well as measures to prevent it, would be examined.

After consideration in the Sixth (Legal) Committee, the General Assembly adopted a resolution creating an Ad Hoc Committee on International Terrorism. Representatives from 35 states will consider the observations of states and submit a report with recommendations to the twenty-eighth General Assembly (1973). Canada voted against the resolution because it favoured the creation of a committee with a mandate to formulate specific measures to combat terrorism (such as a new international convention) rather than merely study the general problem and its causes. Notwithstanding its dissatisfaction with the mandate, Canada offered to serve on the committee which will meet in New York in July, 1973.

### **Settlement of claims**

During 1972, the Bureau had considerable dealings both with Czechoslovakia and Cuba. The third round of negotiations with the Czechoslovakian authorities, which took place at Prague in May, eventually led to the settlement of outstanding claims against Czechoslovakia (through an agreement signed in April, 1973). A list of claims was presented to the Cuban authorities for study in May and was under review during the remainder of the year. In June, a proposal was made to the U.S.S.R. that discussions should in due course be initiated on the matter of claims against that country. Moreover, in September, Yugoslavia agreed in principle to look at outstanding claims, with the possibility of a first round of negotiations taking place late in 1973. Finally, various individual and corporate Canadian citizens were assisted in their pursuit of full and fair compensation for various claims against foreign governments.



### III

## SERVICES TO CANADIANS

### Academic Relations

Co-ordinating and promoting relations between the Department and members of Canada's academic community as well as organizations interested in the study and discussion of international relations and in the long-term formulation of Canadian foreign policy is the responsibility of the Bureau of Public Affairs. The objective is to establish and develop lines of communication between officials responsible for implementing foreign policy and scholars who are concerned with the many aspects of policy analysis.

In practice, this means promoting a two-way exchange of ideas between government and the academic community; in some instances, it has involved sending foreign service officers into the academic world, while in others the academics have made their expertise available to the Department. One form of exchange has been the introduction of *foreign service visitors*, senior departmental officers seconded to Canadian universities. Under this program, the officers are freed from departmental duties for a full academic year and join a university faculty or department. They devote their time to reading, research, teaching, writing, holding seminars and consultations in the field of international relations under arrangements worked out with the host university. At the outset, two foreign service visitors were designated each year, but in 1972 the number was increased to three—one each at the University of Montreal, York University and the University

of British Columbia. Three others are being appointed in 1973, and it is planned to augment this number gradually.

The departmental speakers' program represents another form of liaison between government and the academic community. Foreign service officers are made available to address university audiences and other interested groups, to attend conferences on foreign policy and to participate in international affairs seminars. In 1972, over 60 officers accepted invitations to visit universities and other learning centres for that purpose.

### Invitations to Ottawa

In order that academics may give those in government the benefit of their analysis of foreign policy problems, the Department invites professors to Ottawa to give talks and to direct joint seminars. Topics range from current foreign policy issues to aspects of international relations theory. There have been discussions on such subjects as foreign affairs and Parliament, predicting foreign policy trends, the approach to development, and changing patterns of policy-making. The areas of review also include such fields as the environment, international economics, technology and energy. In 1972, eight such seminars were held in Ottawa.

The Department is also considering the introduction of a type of seminar which would offer academics the opportunity to spend a week or two working within a



*Under-Secretary of State for External Affairs A. E. Ritchie (left) and Gordon Hawkins, executive director of the Centre for Foreign Policy Studies at Dalhousie University, are seen at meeting of consultation with academics.*  
Information Canada Photo

departmental division. On a longer-term basis, this idea is already being implemented. In the 1972-73 academic year, for example, the Department retained the services of a political scientist from the Montreal campus of the University of Quebec for a special assignment in its Policy Analysis Group, and a law professor was similarly attached to the Legal Bureau. A specialist in East Asian affairs, Professor William Saywell of the University of Toronto, joined the Canadian Embassy in Peking for one year, and another Sinologist, Dr. Brian Evans of the University of Alberta, will succeed him in 1973 as resident academic in Peking. Other professors in various disciplines may eventually be invited to stay for suitable periods of time at headquarters in Ottawa or

at overseas missions. A possible formula would provide for exchanging an External Affairs officer with a professor or graduate student for one year at a given university.

Historians and research assistants are also being employed on contract by the Department's Historical Division where they help to edit documents in the Canadian External Relations series. Other research contracts have been awarded for the preparation of special studies. One such contract involved an examination of Soviet policy respecting the proposed Conference on Security and Co-operation in Europe; another dealt with the operations of multinational firms and their relation to Canadian foreign policy.

### **Outside seminars and conferences**

The Department helps to organize seminars and conferences in Ottawa and elsewhere in Canada. Meetings of consultation are held in Ottawa, at which academics join senior officers of the Department in the discussion of foreign policy themes. The Department also provides assistance in organizing meetings and conferences held by universities and international affairs centres. This takes the form of co-operating in the preparation of programs and supplying departmental participants, and of defraying some of the administrative expenses incurred by the universities and professors involved. In 1972, for example, assistance of this type was given to the sponsors of an Inter-University Seminar on Canada-U.S. Relations in Ottawa, to the Canadian Institute of International Affairs for a meeting held to examine the state of Canadian studies and research on Canada-U.S. relations, and to the Quebec Centre for International Relations for its public seminar on "The Socialist Countries".

In addition to these various programs, the Department is reviewing the question of possible grants to universities and international studies centres to assist advanced research in the field of international relations. During 1972, the Government approved a \$400,000 special grant towards the creation of a Centre for Asian Studies in Vancouver, as an earnest of the Government's intention to strengthen facilities for Asian and Pacific studies at Canadian universities.



## Archives

Departmental records are now open for research up to the end of the Second World War. As for more recent papers, procedures are being developed for increasing the controlled access thereto, whenever possible, to provide historians, researchers and the larger public with accurate and authoritative historical accounts of Canada's foreign policy and its role in international affairs.

Oral history projects consisting of interviews with former ministers and senior officials influential in the formulation and conduct of Canadian foreign policy, were carried out in 1972 for the third consecutive year. The participation of academics is envisaged, as well as of journalists interested in the background aspects of Canada's current external relations, as interviewers in this program.

## Consular Activity

The rapid expansion of Canadian investment abroad, the increase in foreign aid, both private and public, and the tremendous upsurge in the number of Canadians travelling outside Canada, had strongly emphasized by 1972 the need to enlarge and improve the Department's capacity to provide consular assistance in fulfilling its role of protecting Canadians and Canadian interests abroad. To that end, a complete restructuring of consular facilities was undertaken, which brought about, in November, the establishment of the Bureau of Consular Affairs comprising two divisions concerned with policy and research as well as consular operations.

Procedural guidelines were laid down for the implementation of consular policies both in Ottawa and at more than 70 Canadian missions throughout the world. Canadian offices abroad were provided with improved "instruments of their trade", to enable them to deal quickly and effectively with the multitude of situations in which travelling Canadians might seek their assistance. These consisted of new manuals of instruction, periodic directives and an abundance of other material from different government departments on whose behalf assistance is rendered to Canadians.

## Research and training

To determine the volume and diversity of the demands made on our posts abroad, and to establish the varying trends in travel patterns to different geographical areas as well as seasonal fluctuations, a statistical analysis system was set up. This system is being reviewed and refined to ensure that the type of data gathered will provide a ready reference for determining future requirements in the consular field.

One result of the Bureau's research activity in 1972 was the production of the booklet: *Information for Canadians Travelling Abroad* (now published annually), following consultations within the Department and with other Departments such as Industry, Trade and Commerce, National Revenue, Agriculture and National Health and Welfare. This bilingual booklet provides information to Canadians concerning passports, visa and vaccination requirements, local laws and regulations abroad, consular assistance, currency and travellers cheques, health insurance, mail, motor-ing, and the location of Canadian posts. A copy is distributed with each passport issued either in Canada or abroad, and it is used in responding to enquiries. The Bureau also shared in the preparation of the bilingual folder *On Your Own*, issued by National Health and Welfare.

In the interest of improved personnel training, the Bureau established a Consular Training Section. This section has developed a comprehensive training program and, since December, 1972, has conducted intensive training classes on all aspects of consular activity both in Ottawa and abroad. As well as instruction by Bureau officers in their particular fields of consular expertise, the classes include lectures by members of other departments on whose behalf External Affairs officers perform duties, such as Manpower and Immigration, the Secretary of State (Citizenship Branch) and Transport.

## Operational demands

The Bureau's operational services are responsible for helping individual citizens who seek assistance from Canadian missions. The number of Canadians travelling

to virtually all countries of the world now exceeds one million annually, and there has been a correspondingly sharp increase in the number of those who call upon Canadian posts for help of one kind or another. In 1972, this represented a very substantial rise in operational demands on consular services at home and abroad. At certain periods, the operational headquarters resembled an emergency centre dealing with urgent telegrams despatched by missions. These messages might relate, for example, to a motor accident in Algeria, a drowning in Cameroon, the theft of funds in Kuwait, a loss of documents in India, an airline crash in Japan, a suicide in Brazil, a fraud charge in Belgium, the cancelling of chartered flights, or to the steadily increasing stream of arrests around the world on charges of drug possession or trafficking.

Handling these appeals is only the first step in an often fast-moving chain of events. Depending on the nature of the case, long-distance telephone calls have to be made to worried parents, to relatives and friends, or to lawyers; contact may also be called for with airlines, banks, employers, undertakers, other Federal Government departments, provincial government departments or social and welfare agencies. Some cases are dealt with simply by approaching relatives or friends who despatch the funds needed to continue a trip or to return to Canada, and then advising the post concerned; others, however, particularly those involving illness, death or arrest, often involve protracted communications with persons in Canada and with posts abroad.

In addition to handling problems of this type, the Department continued in 1972 to co-ordinate and refine the development of contingency plans for the evacuation of resident and visiting Canadians on a large scale, should this become necessary due to local troubles of a sufficiently grave nature. To that end, the Department and its missions maintain an up-dated registry of Canadians living in foreign countries, in order that they may be quickly reached in the event of an emergency.

The Consular Bureau was also called upon during the year to deal with an increasing number of general enquiries, the majority of which concerned requirements for travel abroad, and continuous liaison was main-

tained with Manpower and Immigration regarding the issuance of visas of concern to the Department.

## **Cultural Affairs**

The Department continued to pursue Canada's external policy objectives in the diversified field of culture along guidelines designed to ensure that priorities abroad reflect national priorities and policies, maintaining and developing its various programs in such a way as to reflect the growth of cultural activities in this country during the past two decades and to present an image of Canada likely to enhance its reputation and contribute to the development of tourism, immigration, industry and commerce. The geographical focus of these programs was further extended to world areas specifically designated in the Government's foreign policy review.

To that end, four sections have been set up to deal with the Department's areas of concern: Cultural Programs and Agreements, coordinating Canada's cultural activities abroad and their dissemination; Arts and Letters; Education, which covers the various educational programs of the OECD and UNESCO, youth programs, etc; and UNESCO, to coordinate the elaboration of Canada's longer term policies in this area.

### **Cultural programs and agreements**

The Cultural Programs and Agreements Section is responsible for the smooth operation of cultural agreements and cultural exchange programs with other countries. To date, Canada has signed agreements of this kind with France, Belgium and the U.S.S.R. Stemming from these is a growing variety of programs in the fields of university exchanges (scholarships, professors, lecturers, etc.), exchanges of persons (teachers, researchers, trainees, personalities, etc.), and artistic exchanges (tours, exhibitions, Canadian Weeks, literary events, etc.).

This section is also responsible for setting up and implementing programs with other countries with which Canada has close relations, although there are no actual cultural agreements. Three important events highlighted the Department's cultural activity in 1972: the prep-



aration of the first meeting of the Canada-USSR Mixed Commission; the organization of Canada's participation in the intergovernmental conference on cultural policies in Europe (Helsinki, June 19-28); and a cross-Canada tour by a group of French public servants recently graduated from the Ecole Nationale d'Administration de Paris.

## Arts and letters

In the field of arts and letters, the Department's aim is to present Canadian achievements on the international scene and to give Canadian artists and writers the opportunity to make or renew contacts with other countries. To that end, seven tours of Canadian com-



Following the National Ballet's opening gala performance at the Coliseum in London, Celia Franca (in the make-up of the witch) introduces to Princess Anne some of her principal collaborators. From the left: Ballet Mistress Joanne Nesbit; Producer and choreographer Erik Bruhn; and Betty Oliphant of the National Ballet School. Prime Minister Heath (behind Princess Anne) talks with the Ballet's Musical Director and Conductor George Crum.

Anthony Crickmay Photo

panies or individual artists were sponsored in 1972, including the National Ballet of Canada, the Canadian Mime Theater and the Canadian Puppet Festival; a number of artists were also presented abroad, such as Suzanne Shulman and Claude Savard who toured six Latin American countries. The Department also maintained its annual grant to the World Youth Orchestra.

To assist in the dissemination of Canadian books, the Department presented collections of 150 works to each of 38 countries, as part of its annual book presentation program. It also financed the participation of representatives of Canadian editors' associations in several international book fairs.

Noteworthy use was also made of the Department's collections of contemporary prints, Eskimo prints, Eskimo drawings and sculptures, handicrafts and photographs. These were shown in 14 countries in 1972, including France, Switzerland, Germany, Australia, and New Zealand. In addition to these exhibitions, the Department sponsored jointly with the Department of Indian and Northern Affairs and the Canada Council, the largest exhibition of Eskimo (Inuit) sculpture ever to be shown outside Canada. Visited by more than 250,000 art lovers in Paris, Copenhagen, Leningrad, Moscow and London, the exhibit comprised over 400 items including 45 of the finest Dorset Culture pieces (from the year 800 B.C. to 1300 A.D.) and 35 from the Thule Culture that followed. This collection was to be shown at Philadelphia early in 1973.

In the field of cinema, the Department participated in the organization of the Poitiers Film Festival where several Canadian feature films and shorts were screened. Attended by over 13,000 spectators, these showings were a great success and they elicited much favourable comment over French radio and television in the Paris region. A grant was also given to the Independent Film-makers of Montreal to enable them to take part in several specialized European film festivals.

### **Cultural services**

The production of these cultural events has been considerably assisted by an enlarged network of government services, especially in Paris, London, Brussels,

Washington and Mexico, where the Department now has cultural counsellors. Elsewhere, this work is the responsibility of officers already performing other duties.

The Canadian Cultural Centre in Paris has been one of the most successful ventures in this area. Founded in 1970 with the aim of promoting a better knowledge of Canadian culture in France, it provides an essential link in the chain of exchanges we have had with France since the signing of the cultural agreement. In 1972, 33,000 visitors were welcomed at the Centre which houses an impressive library (some 12,000 Canadian works, 200 specialized Canadian periodicals and the major magazines and newspapers from this country), as well a collection of recordings and a large film library. It also provides a welcoming and guidance service for Canadian students, artists and academics in France, as well as for French citizens interested in Canada.

During 1972 the Centre organized a number of plastic art exhibitions, including: Emily Carr (British Columbia Centenary Exhibition); Canadian watercolours of the 19th Century; recent paintings and drawings by Ross Heward; "Ficelles et autres jeux" by Jean-Paul Riopelle; paintings and stained glass by Marcelle Ferron; lithographs from the Nova Scotia College of Art and Design; recent paintings by Tom Forrestall and paintings by Seymour Segal. In the field of music, noteworthy events were: the tour of singer-composer Florent Veilleux and Renée Claude; recitals by Bouchard and Morisset, a piano duo, William Tritt, pianist, Hyman Bress, violinist, and the Oscar Peterson Trio. Several theatrical presentations were also given, including performances by the Puppet Theatre of Canada and the staging of Antonine Maillet's *La Sagouine*.

Although there is as yet no corresponding Canadian Centre in London, there exists at Canada House an art gallery where exhibitions of contemporary works are held throughout the year. This past year, these included among others: "Works in Metal" by Daphne Theodores; 19th Century watercolours by a group of Canadian artists; "Sculptures in Reverse" by Ann James; paintings by Odette Th  berge C  t  , and paintings and drawings by Hugh Cronyn.



## Education

In the educational field, the Department has endeavoured to improve Canada's contribution at the international level, maintaining its participation in the work of international educational organizations such as the Education Committee of the OECD, UNESCO and the Commonwealth agencies, and its attendance at various meetings held by these bodies. One of the more significant events was the UNESCO conference on adult education, held at Tokyo in July 1972, to which the Canadian delegation made a noteworthy contribution. Canadian experts also attended meetings of the OECD's Education Committee and of its Centre for Research and Innovation in Teaching.

Another important objective is the smooth functioning of student exchanges with certain countries, including Germany, Belgium, France, Italy, the Netherlands and Switzerland, and of university scholarship programs within the Commonwealth and NATO. In connection with these bilateral and multilateral programs, the Department granted approximately 300 research and study scholarships in 1972. These are administered for the most part by the Canada Council, the Canadian Education Association and the Association of Universities and Colleges of Canada (AUCC).

Also noteworthy is the essential liaison service provided by the Department between foreign governments and Canadian missions abroad, on the one hand, and bodies such as the Council of Ministers of Education, the AUCC and the Canadian public, on the other. Greater effectiveness was sought by improving the quality of the information and literature distributed.

In order to promote a better knowledge of Canada and its culture abroad, the Department encourages and otherwise facilitates the stay of Canadian professors and teachers-in-training at foreign universities where they have the opportunity to lecture. Travel grants for this purpose were given in 1972 to more than twenty Canadian academics who had been invited to institutions of higher learning in other countries. Moreover, some twenty young Canadians went to France to teach English under this program, and a corresponding number of young Frenchmen came to Canada to teach French in the English-speaking provinces.

## Exchanges of persons

In addition to dealing with international educational matters as such, the Department coordinates the development of an increasing number of youth exchanges between Canada and other countries, a program of growing significance and usefulness. Organized jointly with the Secretary of State, the Contact Canada program in 1972 allowed 360 young Canadians to spend three weeks in eight countries, including Belgium, Japan, Poland and France, which sent us a corresponding number of their young people. The Department also cooperated in the implementation of the Canada World Youth program, funded by the Secretary of State's Department, which allowed 240 young Canadians to spend five months in five countries. The Department also extended its eighth annual grant to the Hanover-Cologne German-Canadian Society to help finance the visit of German students to Canada during the summer. Initiated by the Department of Manpower and Immigration, this project corresponds to a German program under which some 400 Canadian students go to Germany each year.

## UNESCO

The Department coordinates Canada's participation in the work of this specialized agency of the United Nations. Encompassing as they do the fields of education, natural sciences, social sciences and culture as well as information, UNESCO's activities are of interest to many departments and agencies in Canada, at the federal and provincial levels as well as in the private sector. The Department acts as intermediary between all these Canadian authorities and the UNESCO Secretariat, to make sure that the Organization fully benefits from Canadian knowledge and experience, and that the concerned Canadian organizations benefit in turn from its work. A Canadian attached to Laval University is now on UNESCO's Executive Board, which makes our contacts with this organization even more fruitful. The Department is also in continuing contact with the Canadian Commission for UNESCO, and closely follows its work and progress. Its Director of Cultural Affairs is an *ex officio* member of the executive board of the Commission.



*Under the Canada-France cultural-exchange program, the External Affairs Department organizes each year, jointly with the Public Service Commission, a tour of Canada by graduates of the National School of Administration in Paris. Pictured above is a group of French officials arriving at Dawson City on Aug. 28, 1972.*

During 1972 the Department helped to organize Canadian participation in three major UNESCO conferences. The first was the intergovernmental conference on European cultural policies (Helsinki, June 1972) in which Canada took part as a full member. Headed by the Secretary of State, Gérard Pelletier, the Canadian delegation made a notable contribution to the discussions on modern means of communication, democratization of culture and cultural indicators. Canada also participated in the third conference on adult education held in Tokyo during the summer. The Canadian delegation was headed on this occasion by Mr. Peter Nicholson, Nova Scotia's Minister of Education. Lastly, we participated in the seventeenth UNESCO General Conference, held in Paris in the

fall. Professor Napoléon Leblanc of Laval University was chairman of the Canadian delegation, and the vice-chairman was Mr. Gordon Bennett, a minister of the Prince Edward Island government. Canada's contribution was particularly noteworthy on the subjects of education, scientific documentation, oceanography, legal and financial questions and historic sites and monuments.

### **Information**

The Department carries out two kinds of activities under this heading. First, there are its information programs abroad which are designed to provide channels of communication with the citizens of foreign



countries, to help them to understand Canada and Canadian policies and enlist their sympathetic interest. Then there is a smaller but no less important program designed to bring information about international affairs and Canadian foreign policy aims and activities to the Canadian public.

Three main operational programs are conducted outside Canada, involving the production and distribution of publications, audio-visual materials (films, radio and television) and exhibition materials. These are complemented by a visits program under which foreign journalists and other opinion-makers are given briefings and familiarization tours of Canada.

To implement these programs, a wide range of materials are supplied to our diplomatic missions which shoulder the burden of information work in other countries. Information activity at Canadian posts normally includes, for example, film distribution and screenings, special Canada Week events, distribution of printed material, speech-making, radio and television projects, organizing exhibitions and selecting appropriate foreign visitors.

### **Special programs**

Basically, our information programs and the supporting materials are aimed at acquainting other peoples with the broad spectrum of Canadian life and activities; this general information is complemented, moreover, by special projects designed to attain more specific objectives. These are often conducted in cooperation with other government departments and agencies.

During 1972, a number of special projects were undertaken both by the Department alone and jointly with other Canadian departments and agencies. A major project of the first kind involved the donation of "seed" collections of 100 Canadian books to 200 different secondary schools throughout the United States, the purpose being to encourage and support Canadian studies programs at the high school level. On the other hand, the Information Service was involved in Canadian Government participation in such events as the Peking Fair, the Canada-USSR hockey series, the Third Asian Trade Fair, an important naval visit to Australia and Canada Week events in many countries.

Thanks to the excellence of the National Film Board's documentary films, the film libraries at Canadian posts continued to do a thriving non-commercial business. For the first time, the Department also sponsored and co-produced with the Board a film specially designed for use in its information programs. Reaction abroad to this film has been encouraging.

In an attempt to reach wider country audiences through the exhibits medium, the Department commissioned from Information Canada/Expositions a floating exhibition which travelled with much success in 1972, on a specially-fitted barge, along the canals and inland waterways of France, Belgium and the Netherlands. Other exhibit activity was designed to meet needs arising from specific occasions, such as the Environment Exhibit presented in connection with the UN Stockholm Conference. More general information aims were served by the art photograph exhibits shown during the year in Europe, Latin America and Australasia.

### **New plans**

In the latter part of the year, an in-depth study was undertaken with a view to reporting on ways and means by which Canadian Government information abroad might be further improved. Canadian missions as well as the headquarters staff contributed to this useful planning exercise. Building on the work already done over the years, the study proposed new ways by which the Department's information objectives might be achieved more effectively.

### **Provincial governments**

Following the publication in 1968 of the White Paper *Federalism and International Relations* and its supplement, *Federalism and International Conferences on Education*, the Department has devoted increasing attention to the interest of the provinces in international relations. This provincial interest has resulted partly from greater travel abroad by provincial ministers and officials for promotional and information-gathering purposes, facilitated and encouraged by the revolution in communications in the postwar period. Also, greater discussion internationally of subjects



*The M.V. Canada at an Amsterdam quay. In the course of a 2,100 km tour through France, Belgium and the Netherlands, the floating exhibition visited 29 centres and attracted 100,000 visitors.*



*Aboard the barge, a view of the Canadian exhibition "Reflets du Canada", which travelled along the canals and other waterways of France, Belgium and the Netherlands for six months in 1972.*  
ANP Photos



having a bearing on areas of concern to provincial governments and the increasing domestic influence of international factors contributed to their interest in matters outside provincial borders. At the same time, it has been necessary to ensure that provincial activities and those of the Federal Government were adequately coordinated and pursued in the interest of all Canadians.

The Department's services to provincial governments continue to expand. These include, in particular, assistance with visits by official provincial personalities and groups. In 1972, the Department, principally through its Federal-Provincial Coordination Division and Canadian posts abroad, coordinated and arranged 60 visits involving 232 people and some 33 countries. This included both the development and setting up of programs in various areas of interest, usually involving two or more countries, with visiting provincial groups generally comprising at least five people, often with different programs. The greater use by the provinces of the Department's resources both at home and abroad appears to be resulting in more effective programs as well as a greater appreciation and understanding of the Canadian system of government by the countries visited.

Increasingly, provinces have requested and received from Canadian posts and the Department in Ottawa reports and other information on various subjects ranging from foreign adoption practices to *ombudsman* legislation. Moreover, a number of provincial ministers and officials participated as members of Canadian delegations in international conferences in fields such as education and environment, and in mixed commissions established under exchange agreements with several European countries (e.g., France, Belgium, the U.S.S.R.), thereby adding an important Canadian contribution internationally and increasing the general fund of knowledge in Canada through an understanding of the experiences of others. Such participation by Quebec, Ontario, New Brunswick and Manitoba, which have a special interest in international education questions in the francophone world, has been particularly significant, and the chairman of the Canadian delegation to international conferences in this area is usually provided by a provincial government.

In 1972, the Department also assisted Ontario and Quebec in establishing offices for promotional purposes in Brazil, Mexico, Belgium and Japan.





## IV

# FOREIGN OPERATIONS PLANNING AND INTEGRATION

### Organizing for the Seventies

In the June 1970 foreign policy review, the Government announced its decision to seek "the maximum integration in its foreign operations that will effectively contribute to the achievement of national objectives". To pursue this objective, the Government established an Interdepartmental Committee on External Relations, a Personnel Management Committee (a sub-committee of the former) and a task force to examine the means necessary to integrate all the support services of the Government's foreign operations. The Interdepartmental Committee on External Relations (ICER) and the Personnel Management Committee (PMC) have been operative since July, 1970, but the task force on the integration of support services was dissolved after it submitted its report to the ICER on July 6, 1970.

The responsibilities assigned to ICER by the Cabinet included advice to the Government through the Secretary of State for External Affairs on the formulation of policy, the harmonization of plans and programs, the allocation of resources, the carrying out of foreign operations, and policies for the management of personnel in the foreign service. The ICER's assignment was to develop means of pulling together into a coherent whole the management of the foreign operations of different departments and agencies with external interests. This task has been carried out in the light of the general principle enunciated by the Government in *Foreign Policy for Canadians*: "foreign policy is the product of a government's progressive definition and

pursuit of national aims and interests in the international environment. It is the extension abroad of national policies".

### Progress made by ICER to date

Since its establishment, the ICER has taken the following steps towards the development of stronger, more flexible and better-integrated foreign operations:

- (1) a set of "principles" has been drawn up for guidance in coordinating policy between departments in Ottawa and their overseas operations (see page 71);
- (2) a system of country programming has been instituted to facilitate the coordination and planning of the foreign operations of the Canadian Government;
- (3) all support services in missions overseas have been integrated into a single service administered by the Department of External Affairs;
- (4) the authority of the head of post over operations of all Government departments at his mission has been reinforced;
- (5) a new system for recommending head of post nominations to the Secretary of State for External Affairs has been instituted to facilitate the choice of the most qualified candidates;
- (6) the Personnel Management Committee has developed an increasing number of coordinated, and in some cases common, personnel policies

and procedures for departments which operate career foreign services;

- (7) other personnel measures have been instituted designed to ensure that foreign service officers will be familiar with the viewpoints, concerns and interests of all Government departments and private organizations operating abroad and aware of the relative position accorded these programs in the Government's priorities;
- (8) a coordinating structure has been established in the ICER, the Personnel Management Committee and the ICER Secretariat to oversee and promote the implementation of common policies and procedures.

The improvements the Government seeks to achieve include, *inter alia*, better coordination of policies affecting foreign relations; better integration of the management, programming and resource allocation processes for foreign operations; coordinated and ultimately common personnel policies covering public service employees abroad and improved efficiency in the utilization of financial and personnel resources, including restraints on the proliferation of separate "foreign services" on the part of numerous departments and agencies of the Canadian Government.

Progress in these various areas is constantly modifying the general framework within which the Government handles its foreign operations. The ICER intends to assess this management environment from time to time to determine what further measures may be necessary and feasible.

There are three main areas in which the ICER is endeavouring to work out new approaches to foreign operations management. These are:

### **Policy coordination**

The ICER has been examining in some depth the question of policy coordination between headquarters departments with respect to foreign operations. On the basis of the policy coordination principles approved in April, 1972, procedures and mechanisms for coordinating policies are being scrutinized to ensure their effect-

iveness and steps are being taken to develop a rational approach to the creation and function of international units in government departments.

### **Country programs**

The system developed since 1970 was intended to facilitate the formulation of Canadian policies and objectives *vis-à-vis* individual countries, as well as the regular evaluation of foreign operations. In the light of the experience gained thus far, the ICER is proposing to revise and improve the country program system through in-depth policy studies for selected countries, to be followed by a thoroughgoing review of the requirements for programs and the allocation of the entire package of personnel and financial resources. Such a project, focused on a limited number of countries in the initial instance, would help to ensure that resource allocation procedures were related as closely as possible to interdepartmentally agreed policies. Country studies may be supported by other studies, based on geographic regions or functional areas of the governmental interest abroad.

### **Personnel management**

The Personnel Management Committee made progress on the development of coordinated personnel policies for foreign operations, particularly on the modification and classification standard for the Foreign Service Occupational Group to include Manpower and Immigration. This has allowed for the inclusion of the Manpower and Immigration officers in the foreign service group. A program of secondments of officers among the foreign service and domestic departments has been expanded, which resulted in a total exchange of 78 officers during 1972. The Committee's work now embraces the resolution of outstanding classification questions related to foreign operations, to the development or refinement of new and existing policies, procedures and techniques in the context of personnel mobility, and to the development of coordinated policies concerning employee evaluation and appraisal systems, promotion systems, career development and training, and the coordination of postings.



## Principles of coordination

In order to define in general terms the roles and responsibilities of the various elements of Government concerned with the formulation and implementation of national policies with external aspects or applications, the ICER has developed the following guiding principles:

1. The development of any national policy with external contents or implications should reflect the combined judgment of the departments at the official level, and ministers at Cabinet level, concerned with the relevant functional matters on the one hand and those concerned with the external aspects and applications on the other.
2. It should be the responsibility of originating departments to see that their policy proposals are referred for consideration by and consultation with other agencies pursuant to 1 above.
3. The Secretary of State for External Affairs and his department, as part of their responsibility for the conduct of Canada's external relations, shall be responsible for ensuring coordination with respect to external aspects and applications of national policy.
4. The Department of External Affairs shall maintain, in consultation with other departments, a continuing overview of Canada's foreign policy for the purpose of identifying any problem areas or deficiencies, as well as opportunities for forward planning.
5. Pursuant to 1 above, all foreign operations programs should be developed on the basis of coordinated policy planning and carried out after consultation between the Department of External Affairs (with respect to trade matters, the Department of Industry, Trade and Commerce) and the other departments concerned.
6. The Treasury Board should ensure that departments planning activities at home or abroad affecting foreign operations have followed the procedures in Propositions 1 and 5 above before making a submission to the Board for the allocation of resources for programs involving foreign operations.
7. It must be the responsibility of Privy Council Office to ensure that policy proposals which have not been subjected to the evaluative process set out in 1 above do not get submitted to Cabinet until this has been done.





## APPENDICES

### I—INTERNATIONAL AGREEMENTS ENTERED INTO BY CANADA DURING 1972

#### Bilateral Agreements

##### ALGERIA

Agreement between the Government of Canada and the Government of the People's Democratic Republic of Algeria relating to the sale of wheat by Canada

Ottawa, August 18, 1972

In force August 18, 1972

##### BRAZIL

Exchange of Notes between the Government of Canada and the Government of the Federative Republic of Brazil constituting a Reciprocal Amateur Radio Operating Agreement

Brasilia, January 6 and February 1, 1972

In force, February 1, 1972

##### COLOMBIA

Agreement between the Government of Canada and the Government of Colombia concerning the general principles governing Canadian Technical Co-operation in the Development of Colombia

Bogota, November 17, 1972

In force November 17, 1972

##### DENMARK

Exchange of Notes between the Government of Canada and the Government of Denmark concerning Fisheries Relations between the two countries

Ottawa, March 27, 1972

In force March 27, 1972

##### EUROPEAN SPACE RESEARCH ORGANIZATION (ESRO)

Exchange of Notes between the Government of Canada and the European Space Research Organization concerning Cooperation on Advanced Space Technology

Neuilly-sur-Seine, May 18, 1972

In force May 18, 1972

##### FRANCE

Agreement between Canada and France on their Mutual Fishing Relations

Ottawa, March 27, 1972

In force March 27, 1972

##### GERMANY

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany amending the Agreement signed July 8, 1969 concerning the use of Churchill Research Range

Ottawa, April 28, 1972

In force April 28, 1972

Convention on Social Security between Canada and the Federal Republic of Germany

Ottawa, March 30, 1972

Instruments of Ratification exchanged March 30, 1972

In force May 1, 1972

Air Transport Agreement between Canada and the Federal Republic of Germany

Ottawa, September 4, 1959

In force July 19, 1961

Terminated August 1, 1972

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany amending the Schedule to the Air Agreement between the two countries of September 4, 1959

Bonn, December 10, 1965

In force December 10, 1965

Terminated August 1, 1972

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany to amend the Route Schedule to the Air Transport Agreement between Canada and Germany signed September 4, 1959

Bonn, December 4, 1969

In force December 4, 1969

Terminated August 1, 1972

## **GUATEMALA**

Exchange of Notes between the Government of Canada and the Government of the Republic of Guatemala constituting a Reciprocal Amateur Radio Operating Agreement

Guatemala City, August 28, 1972

In force September 12, 1972

Exchange of Notes between the Government of Canada and the Government of Guatemala to provide for the exchange of third party communications between amateur radio stations of Canada and Guatemala

Guatemala City, November 8, 1972

## **HUNGARY**

Trade Agreement between the Government of Canada and the Government of the Hungarian People's Republic

Ottawa, October 6, 1971

Instruments of Ratification exchanged May 29, 1972

In force definitively May 29, 1972

## **INTERNATIONAL ATOMIC ENERGY AGENCY**

Agreement between the Government of Canada and the International Atomic Energy Agency for the application of safeguards in connection with the Treaty on the Non-Proliferation of Nuclear Weapons

Vienna, February 21, 1972

In force February 21, 1972

## **IRAN**

Agreement between the Government of Canada and the Government of Iran for Co-operation in the Peaceful Uses of Atomic Energy

Ottawa, January 7, 1972

## **IRELAND**

Agreement between the Government of Canada and the Government of Ireland relating to the Canada Pension Plan

Ottawa, November 21, 1972

## **ISRAEL**

Exchange of Notes between the Government of Canada and the Government of Israel constituting an Agreement relating to Canadian investments in Israel insured by the Government of Canada through its agent, the Export Development Corporation

Ottawa, May 1, 1972

In force May 1, 1972

## **ITALY**

Exchange of Notes between the Government of Canada and the Government of the Republic of Italy constituting an Agreement to amend the Agreement for Air Services as specified in the Agreed Minute of April 28, 1972

Toronto, August 28, 1972

In force August 28, 1972

## **LIBERIA**

Exchange of Notes between the Government of Canada and the Government of the Republic of Liberia constituting an Agreement relating to Canadian investments in Liberia insured by the Government of Canada through its agent, the Export Development Corporation

Abidjan, November 24, 1972

In force November 24, 1972

## **NETHERLANDS**

Exchange of Notes between the Government of Canada and the Government of the Kingdom of the Netherlands constituting an Agreement concerning the Training of personnel of the Royal Netherlands Air Force in Canada

Ottawa, May 24, 1972

In force provisionally May 24, 1972

## **PHILIPPINES**

Trade Agreement between the Government of Canada and the Government of the Republic of the Philippines

Manila, August 29, 1972

In force August 29, 1972

## **PORTUGAL**

Exchange of Notes between the Government of Canada and the Government of Portugal concerning fisheries relations between the two countries

Ottawa, March 27, 1972

In force March 27, 1972

## **SPAIN**

Exchange of Notes between the Government of Canada and the Government of the State of Spain concerning fisheries relations between the two countries

Ottawa, December 18, 1972

In force December 18, 1972

## **ST. VINCENT**

Exchange of Notes between the Government of Canada and the Government of St. Vincent (British West Indies) constituting an Agreement relating to Canadian investments in St. Vincent insured by the Government of Canada through its agent, the Export Development Corporation

Port of Spain and Kingstown, B.W.I., April 27 and May 8, 1972

In force May 8, 1972

## **TRINIDAD & TOBAGO**

Exchange of Notes between the Government of Canada and the Government of Trinidad and Tobago permitting amateur radio stations in Canada and Trinidad and Tobago to exchange messages or other communications from or to third parties

Port of Spain, February 11, 1972

In force March 13, 1972



## TUNISIA

Trade Agreement between the Government of Canada and the Government of the Republic of Tunisia  
Tunis, August 8, 1972  
In force August 8, 1972

## U.S.S.R.

Protocol to further extend certain provisions of the Trade Agreement between Canada and the Union of Soviet Socialist Republic signed at Ottawa on February 29, 1956  
Ottawa, March 1, 1970  
Instruments of Ratification exchanged March 30, 1972  
In force March 30, 1972  
Protocol to further extend certain provisions of the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed at Ottawa on February 29, 1956  
Moscow, April 7, 1972  
In force provisionally April 7, 1972

## UNITED KINGDOM

Exchange of Notes between the Government of Canada and the Government of the United Kingdom concerning Fisheries Relations between the two countries  
Ottawa, March 27, 1972  
In force March 27, 1972

## U.S.A.

Exchange of Notes between the Governments of Canada and the United States of America concerning the Establishment and Operation of a Temporary Space Tracking Facility in Newfoundland in connection with Project Skylab  
Ottawa, December 20, 1971 and February 23, 1972  
In force February 23, 1972  
Agreement between Canada and the United States of America on Great Lakes Water Quality  
Ottawa, April 15, 1972  
In force April 15, 1972  
Exchange of Notes between the Governments of Canada and the United States of America extending for one year from April 24, 1972 the Agreement signed at Ottawa April 24, 1970 concerning Reciprocal Fishing Privileges in certain areas of their coasts  
Ottawa, April 7 and April 21, 1972  
In force April 21, 1972  
Exchange of Notes between the Governments of Canada and the United States of America extending until June 30, 1973 the Agreement regarding the leasing of certain lands situated within the R.C.A.F. Station Goose Bay of December 5, 1952  
Ottawa, July 13, 1972  
In force July 13, 1972  
Exchange of Notes between the Government of Canada and the Government of the United States of America relating to the Agreement of March 9, 1959, concerning Tariff of Tolls on the St. Lawrence Seaway (with Memorandum of Agreement)  
Washington, July 27, 1972  
In force July 27, 1972

Exchange of Notes between the Government of Canada and the Government of the United States of America regarding the preservation of the quality of water in the International Section of the St. John River

Ottawa, September 21, 1972  
In force September 21, 1972

## URUGUAY

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Uruguay constituting a Reciprocal Amateur Radio Operating Agreement  
Montevideo, August 28, 1972

## Multilateral Agreements

International Labour Organization Convention on Freedom of Association and Protection of the Right to Organize (No. 87)

Done at Geneva July 9, 1948

Canada's Instrument of Ratification deposited March 23, 1972

Agreement between the Governments of Canada, the Republic of Iceland and the Kingdom of Norway concerning an International Observer Scheme for Land-based Whaling Stations in the North Atlantic Area

Done at Oslo, April 7, 1972

In force for Canada April 15, 1972

Agreement establishing the Inter-American Development Bank (with Annexes)

Done at Washington April 8, 1959

Signed by Canada May 3, 1972

Canada's Instrument of Ratification deposited May 3, 1972

In force for Canada May 3, 1972

Amendment to the annex to the Convention on the Facilitation of International Maritime Traffic, 1965

Done at London April 27, 1971

Canada's Instrument of Acceptance deposited May 9, 1972  
Seabed Arms Control Treaty

Done at London, Moscow and Washington February 11, 1971

Canada's Instruments of Ratification deposited May 17, 1972

In force for Canada May 18, 1972

Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation

Done at Montréal, September 23, 1971

Done at London October 21, 1969

Canada's Instruments of Ratification deposited June 20, 1972

Amendments to the International Convention for the Prevention of Pollution of the Sea by Oil done at London in 1954 and amended in 1962

Canada's Instrument of Acceptance deposited June 20, 1972

Agreement to Amend Article 56 of the Agreement of August 3, 1959 to supplement the Agreement between the Parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany

Done at Bonn, October 21, 1971

Canada's Instrument of Ratification deposited June 20, 1972  
Convention for the Suppression of Unlawful Seizure of Aircraft

Done at The Hague, December 16, 1970

Canada's Instruments of Ratification deposited June 20, 1972

In force for Canada July 24, 1972

Protocol to the International Convention for the Northwest Atlantic Fisheries relating to amendments to the convention  
Done at Washington, October 6, 1970

Canada's Instrument of Adherence deposited July 27, 1972  
Agreement for the Mutual Safeguarding of Secrecy of Inventions relating to defence and for which applications for patents have been made

Done at Paris, September 21, 1960

Canada's Instrument of Ratification deposited August 2, 1972

In force for Canada September 1, 1972

Customs Convention on Containers with annexes and protocol of signature

Done at Geneva, May 18, 1956

Canada's Instrument of Accession deposited September 8, 1972

In force for Canada provisionally September 8, 1972

In force for Canada definitively December 7, 1972

Customs Convention on the ATA Carnet for the Temporary Admission of Goods

Done at Brussels, December 6, 1961

Canada's Instrument of Accession deposited July 10, 1972

In force for Canada September 10, 1972

Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction

Done at London, Washington and Moscow, April 10, 1972

Canada's Instruments of Ratification deposited September 18, 1972

Constitution of the Postal Union of the Americas and Spain, with final provisions and general regulations

Done at Santiago November 26, 1971

Revised Convention of the Postal Union of the Americas and Spain, with final protocol, general and detailed regulations

Done at Santiago November 26, 1971

Agreement Relative to Parcel Post of the Postal Union of the Americas and Spain with final protocol and detailed regulations

Done at Santiago November 26, 1971

Canada's Instruments of Ratification or Approval deposited September 21, 1972

In force for Canada definitively September 21, 1972

Amendment to Article 61 of the Charter of the United Nations—Resolution 2847 (XXVI) (Membership of ECOSOC)

Done at New York, December 20, 1971

Canada's Instrument of Ratification deposited September 2, 1972

Convention on the Inter-American Institute of Agricultural Sciences

Done at Washington, January 15, 1944

Canada's Instrument of Accession deposited October 4, 1972

In force for Canada November 4, 1972

Instrument of Amendment of the Constitution of the International Labour Organization

Done at Geneva, June 22, 1972

Canada's Instrument of Ratification deposited November 1, 1972

International Labour Convention concerning Equal Remuneration for Men and Women Workers for Work of Equal Value (No. 100)

Done at Geneva, June 29, 1951

Canada's Instrument of Ratification deposited November 1, 1972

Agreement establishing the African Development Fund

Done at Abidjan, November 29, 1972

Protocol modifying the Convention relating to International Exhibitions, 1928, as Amended

Done at Paris, November 30, 1972

Customs Convention on Containers

Done at Geneva, December 2, 1972

Signed by Canada, December 5, 1972

International Convention for Safe Containers (CSC)

Done at Geneva, December 2, 1972

Signed by Canada December 5, 1972

Convention on the Prevention of Marine Pollution by Dumping of Wastes at Sea

Done at London, Mexico, Moscow and Washington, December 29, 1972

Signed by Canada at Mexico, December 29, 1972

Signed by Canada at London, Washington and Moscow, February 9, 1973



## II—CANADIAN DIPLOMATIC REPRESENTATION, 1972

### EMBASSIES

#### (A) RESIDENT (Canadian representative resident in country)

Country	City	Country	City
Algeria	Algiers	Ireland	Dublin
Arab Republic of Egypt	Cairo	Israel	Tel Aviv
Argentina	Buenos Aires	Italy	Rome
Austria	Vienna	Ivory Coast	Abidjan
Belgium	Brussels	Japan	Tokyo
Brazil	Rio de Janeiro	Lebanon	Beirut
Cameroon	Yaoundé	Mexico	Mexico City
Chile	Santiago	Netherlands	The Hague
China, People's Republic of	Peking	Norway	Oslo
Colombia	Bogota	Peru	Lima
Costa Rica	San José	Poland	Warsaw
Cuba	Havana	Portugal	Lisbon
Czechoslovakia	Prague	Senegal	Dakar
Denmark	Copenhagen	South Africa	Pretoria
Ethiopia	Addis Ababa	Spain	Madrid
Finland	Helsinki	Sweden	Stockholm
France	Paris	Switzerland	Berne
Germany	Bonn	Thailand	Bangkok
Greece	Athens	Tunisia	Tunis
Guatemala	Guatemala City	Turkey	Ankara
Haiti	Port-au-Prince	Union of Soviet Socialist Republics	Moscow
Holy See	Rome	United States of America	Washington
Indonesia	Djakarta	Venezuela	Caracas
Iran	Tehran	Yugoslavia	Belgrade
		Zaire	Kinshasa

#### (B) NON-RESIDENT (Canadian representative resides at the Canadian mission shown in brackets)

Afghanistan (Pakistan)	Dominican Republic (Venezuela)	Korea (Japan)	Paraguay (Argentina)
Bolivia (Peru)	Ecuador (Colombia)	Kuwait (Iran)	Romania (Yugoslavia)
Bulgaria (Yugoslavia)	El Salvador (Costa Rica)	Libya (Tunisia)	Rwanda (Zaire)
Burma (Malaysia)	Gabon (Cameroon)	Luxembourg (Belgium)	Somalia (Ethiopia)
Burundi (Zaire)	Guinea (Senegal)	Madagascar (Ethiopia)	Sudan (Arab Republic of Egypt)
Central African Republic (Cameroon)	Honduras (Costa Rica)	Mali (Senegal)	Syrian Arab Republic (Lebanon)
Chad (Cameroon)	Hungary (Czechoslovakia)	Mauritania (Senegal)	Togo (Ghana)
Congo, People's Republic of (Zaire)	Iceland (Norway)	Morocco (Spain)	Upper Volta (Ghana)
Dahomey (Ghana)	Iraq (Iran)	Nepal (India)	Uruguay (Argentina)
	Jordan (Lebanon)	Nicaragua (Costa Rica)	
		Niger (Ivory Coast)	
		Panama (Costa Rica)	

## HIGH COMMISSIONS

### (A) Resident (Canadian representative resident in country)

<b>Country</b>	<b>City</b>	<b>Country</b>	<b>City</b>
Australia	Canberra	New Zealand	Wellington
Britain	London	Nigeria	Lagos
Cyprus	Nicosia	Pakistan	Islamabad
Ghana	Accra	Singapore	Singapore
Guyana	Georgetown	Sri Lanka	Colombo
India	New Delhi	Tanzania, United Republic of	Dar-es-Salaam
Jamaica <sup>1</sup>	Kingston	Trinidad and Tobago <sup>2</sup>	Port-of-Spain
Kenya	Nairobi	Zambia	Lusaka
Malaysia	Kuala Lumpur		

<sup>1</sup> High Commissioner also accredited as Commissioner for Canada in the Bahamas and British Honduras.

<sup>2</sup> High Commissioner also accredited as Commissioner for Canada in the West Indies (Associated States).

### (B) NON-RESIDENT (Canadian representative resides at the Canadian mission shown in brackets)

Barbados (Trinidad and Tobago)	Fiji (Australia)	Mauritius (Tanzania)	Tonga (New Zealand)
Botswana (South Africa)	Gambia (Senegal)	Sierra Leone (Nigeria)	Uganda (Kenya)
	Lesotho (South Africa)	Swaziland (South Africa)	Western Samoa (New Zealand)
	Malta (Italy)		

## PERMANENT DELEGATION TO INTERNATIONAL ORGANIZATIONS

<b>Organization</b>	<b>City</b>	<b>Country</b>	<b>City</b>
European Communities (Atomic Energy, Coal and Steel, Economic)	Brussels	United Nations	New York
International Atomic Energy Agency	Vienna	United Nations (Geneva Office)	Geneva
North Atlantic Council	Brussels	United Nations Educational, Scientific and Cultural Organization	Paris
Organization for Economic Co-operation and Development	Paris	United Nations Industrial Development Organization	Vienna

## CONSULATES GENERAL

<b>Country</b>	<b>City</b>	<b>Country</b>	<b>City</b>
France	Bordeaux	Philippines	Manila
	Marseilles	United States of America	Boston
Germany	Düsseldorf		Chicago
	Hamburg		Los Angeles
Iceland	Reykjavik (honorary officer in charge)		New Orleans
Italy	Milan		New York
Monaco <sup>3</sup>			San Francisco
			Seattle

<sup>3</sup> Care of Canadian Consulate General Marseilles.



## CONSULATES

<b>Country</b>	<b>City</b>
Brazil	Saõ Paulo
San Marino <sup>4</sup>	
United States of America	Buffalo Cleveland Dallas Detroit Minneapolis Philadelphia San Juan (Territory of Puerto Rico)

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<sup>4</sup>Care of Canadian Embassy, Rome.

## VICE-CONSULATES

<b>Country</b>	<b>City</b>
Brasilia D.F. <sup>5</sup>	Brasilia

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<sup>5</sup> "D.F." means "Federal District".

## MILITARY MISSIONS

<b>Country</b>	<b>City</b>
Germany	Berlin <sup>6</sup>

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<sup>6</sup> Non-resident mission covered from Bonn.

## INTERNATIONAL SUPERVISORY COMMISSIONS

<b>Country</b>	<b>City</b>
Laos	Vientiane

## COMMISSION

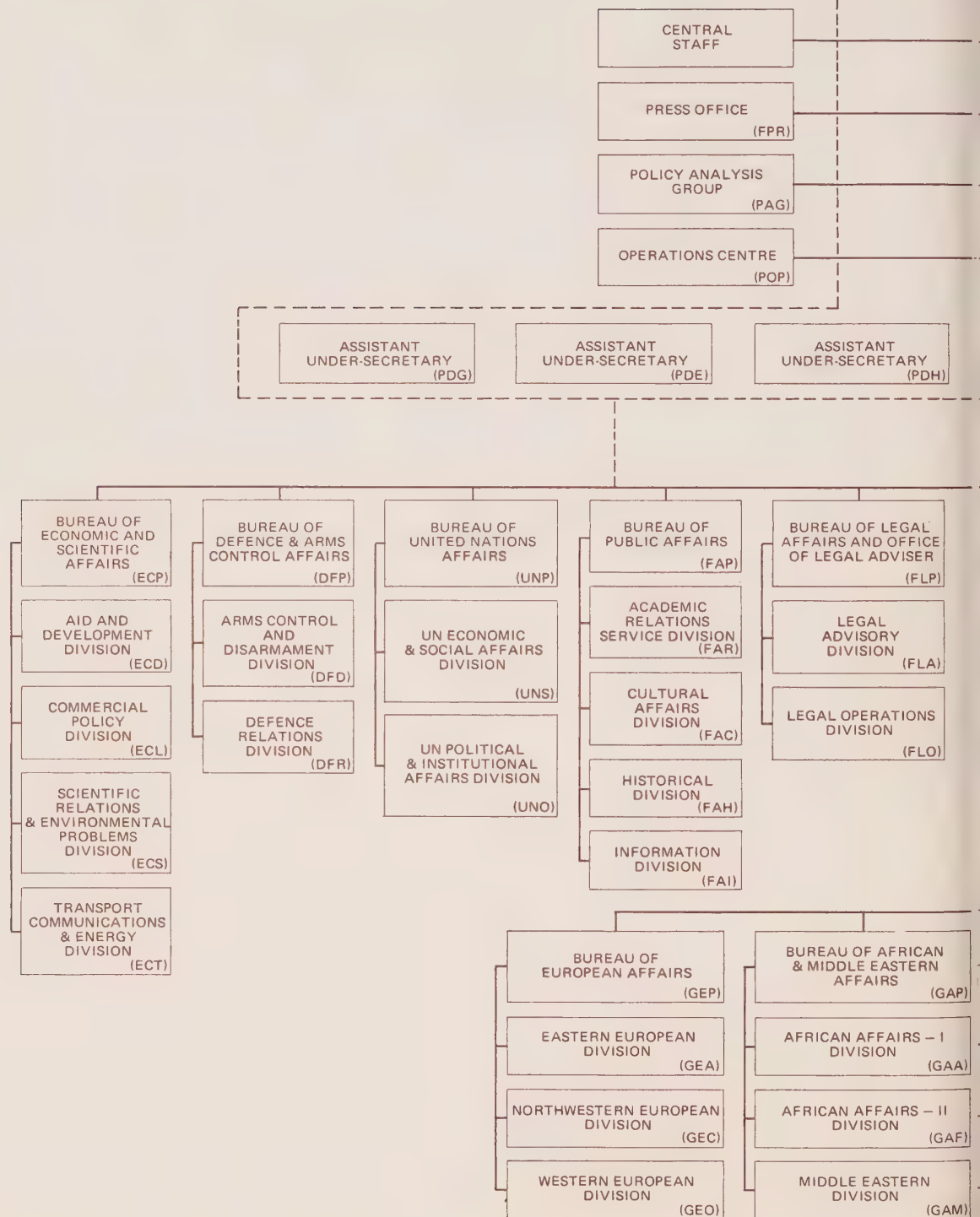
<b>Country</b>	<b>City</b>
Hong Kong	Hong Kong



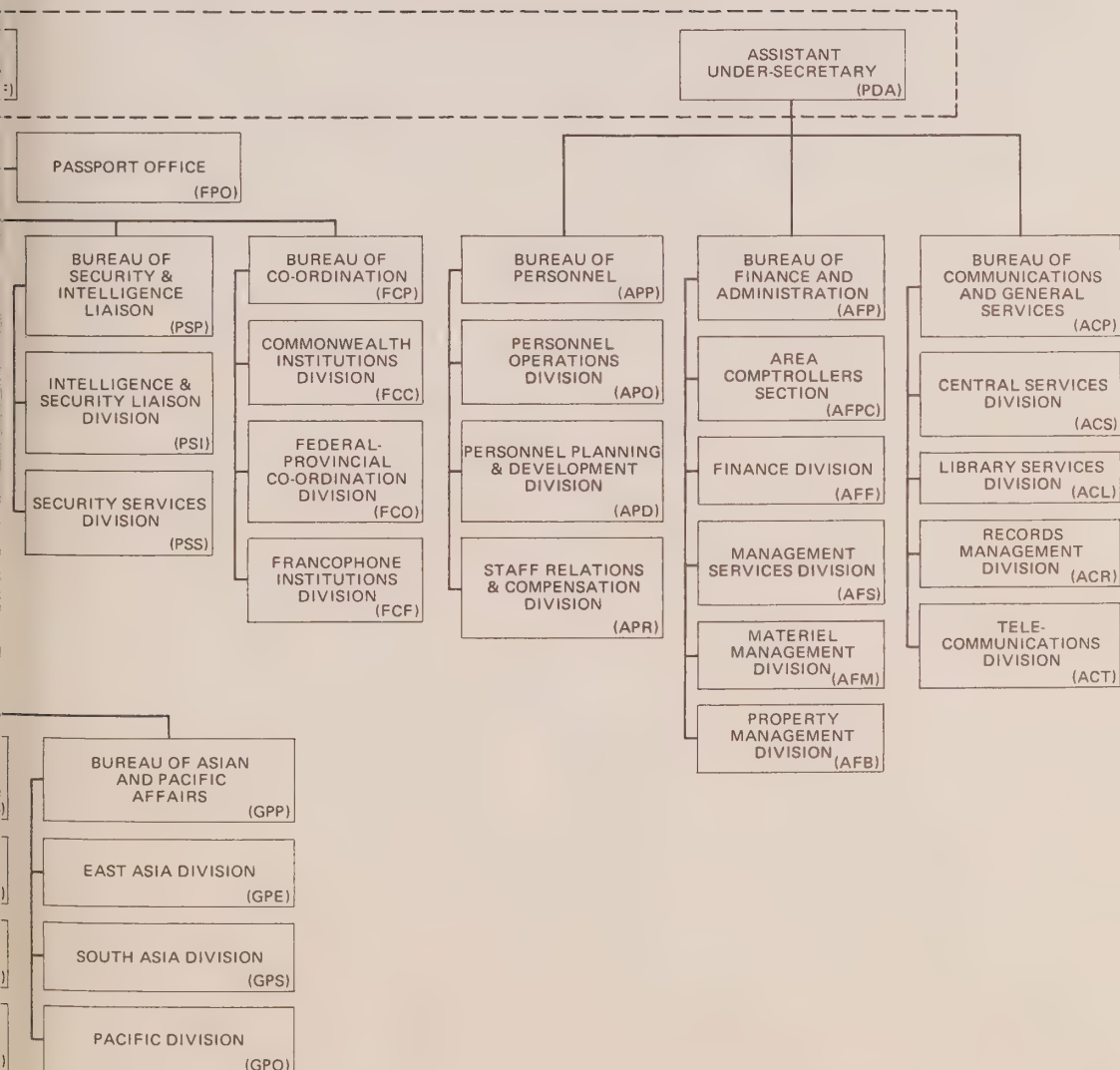
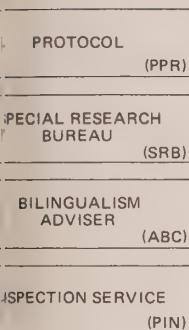




### III – DEPARTMENT OF EXTERNAL AFFAIRS HEADQUARTERS ORGANIZATION CHART







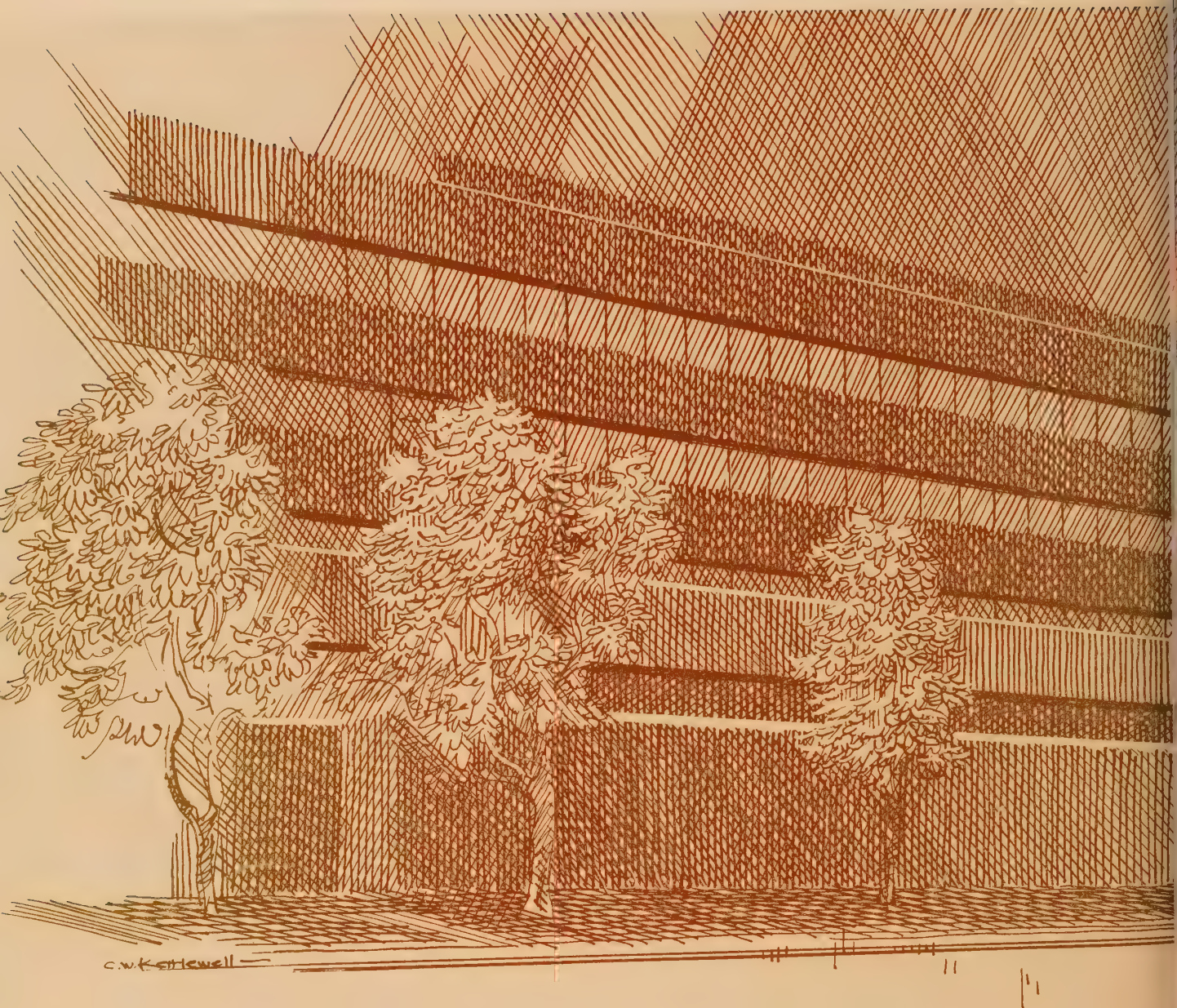












External Affairs  
Canada

Affaires extérieures  
Canada



CAI  
EA  
AS-5

*Dividi*

# Department of External Affairs

Foreign  
Affairs



annual review  
1973







Department of External Affairs      annual review 1973



Published by authority of the  
**Hon. Allan J. MacEachen**  
*Secretary of State for External Affairs*

The Honourable Allan J. MacEachen  
*Secretary of State for External Affairs*

I have the honour to submit for your consideration the Annual Review of the Department. In accordance with the provisions of the Department of External Affairs Act, this report deals with our activities during the calendar year 1973.

A handwritten signature in dark ink, appearing to read "C. L. Ritchie". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

*Under-Secretary of State  
for External Affairs*

Ottawa, December 1974.





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# Identity and Interdependence within the Global Community

In the introductory comment to the previous External Affairs *Annual Review*, 1972 was identified as a watershed year marking the transition from the frozen immobility of postwar confrontation to the comparative fluidity and unpredictability of a new era in international relations. The justice of this evaluation was amply proved during 1973, when the conduct of international relations was increasingly influenced by circumstances that to a remarkable extent bore little relation to the classic East-West issues. A combination of the petroleum crisis and rocketing prices for almost all important commodities confronted nations in East and West, North and South, with the same challenges. All were economically and politically vulnerable, in varying degrees, to changes in the supply of energy resources, food and other key materials.

This shock came at a time of economic strain caused in part by lack of progress in adapting the postwar agreements governing world trade and finance to the needs of the Seventies. Frustrated by shortages — either real or apparent — of many vital raw materials, confronted by rapidly-mounting food prices and baffled by a universally-spiralling rate of inflation, governments and peoples alike were brought to face the reality of interdependence within the global community as a salient fact of life.

This fundamental truth did not lessen the urgent need to achieve further progress in reducing East-West tensions—and, indeed, important gains were registered in this sphere — but it did add a further dimension to the challenge of policy-making for the future.

It was somewhat as if, in the course of a musical composition a sub-theme — always present but only faintly discernible — had with dramatic suddenness become dominant. Henceforth the same sort of effort that had characterized the search for *détente* would need to be directed toward achieving a greater degree of international understanding and co-operation in the exploitation of the world's finite storehouse of resources. There is certainly no evidence to suggest that the latter objective will be any easier to reach than a secure peace, but in a world of sovereign states the challenge remains to achieve the maximum possible international co-operation.

- In this context, Canada is one of the few industrially-advanced Western nations to possess substantial raw material reserves, including potential self-sufficiency in petroleum. This fortunate circumstance, combined with Canada's generally good relations with the developing world, long experience in working through international organizations, and profound self-interest in promoting a balanced utilization of the world's resources, would appear to dictate that this country will have an important role to fulfil in interpreting the requirements of commodity producers and commodity consumers alike. While it seems unlikely there can be any return to the *status quo ante* of bargain-priced raw materials, a rational and healthy world economy demands that the imbalance not swing too far in the opposite direction. It is to be hoped that both producer and consumer nations will perceive an equal interest in reaching a reasonable measure of agreement on the manner in which the world's

sources should be produced, priced and consumed.

**Major international developments**  
Global balance-sheet for 1973 should feature a number of major events on both sides of the ledger. While it was a year of historic achievement in the search for *détente* in Europe and peace in East Asia, war in the Middle East triggered a revolution in the politics of oil, food production fell behind global needs, and the testing of nuclear weapons continued.

#### Vietnam

The beginning of the year was dominated by mounting expectations which were finally realized when Messrs. Kissinger and Le Duc Tho signed the Viet-Nam ceasefire agreement in Paris on January 27. While the prospect of genuine peace proved to be a chimera, the agreement nevertheless provided an umbrella for the withdrawal of United States forces and defused the danger of wider war. Relations between the United States and both the U.S.S.R. and China improved. Steps were taken by many of the nations of Southeast Asia to come to terms with the reality of Chinese power. With tensions over Vietnam diminishing, the way also lay open for increasing contacts between China and the Japanese industrial giant — an event of great potential significance.

#### Middle East

On October 5, the Middle East erupted into bloody warfare in the Sinai Desert and on the Golan Heights, emphasizing the failure over a period of 25 years to achieve any significant progress in solving the Arab-Israeli dispute. The ferocity of the fighting and the sophistication of the weaponry

shocked a world already apprehensive about the danger of the super-powers being drawn more deeply into conflict. It was only after two weeks of battle that the United States and the Soviet Union were in a position to co-sponsor a Security Council resolution calling for a cease-fire.

To separate the combatants, a United Nations Emergency Force was established on a basis that broke important new ground by ensuring that the Security Council would have direct responsibility over its operations. UNEF I, withdrawn in 1967, had been responsible to the UN General Assembly.

#### Petroleum crisis

Concurrent with the Middle East War, there developed a crisis in the supply of oil, which broke upon a world already troubled by the prospect of shortfalls in fuel supplies. As a means of increasing their political leverage, the major Arab oil-producing countries — of which Saudi Arabia quickly assumed apparent leadership — announced a series of selective cutbacks in oil shipments as well as a total embargo of supplies to certain countries, including most notably the United States. The exact nature of the boycotts was always something of a mystery, but there could be no doubting the effect of the staggering rise in the price of petroleum (already increasing steadily even prior to the Middle East war), which on the international market almost tripled within a few months. This had the effect of adding substantially to the already high rates of inflation plaguing the industrialized world, and also triggering sharp rises in the prices of alternative sources of energy, from uranium to coal.

For Western Europe and Japan — and to a lesser degree the United States — these events provided a chilling indication of their dependence on external energy supplies and prompted an intense search for "secure" sources of petroleum and for alternative means of producing energy. For the Arab oil-producing states and the major petroleum-exporting countries it signalled an extraordinary advance in political and economic power. However, for the non-oil-producing developing countries it was an economic setback of major proportions. Their total foreign-exchange expenditure on petroleum is expected to rise from approximately \$5 billion *per annum* to more than \$15 billion. The extent of this disaster can be gauged by the fact that for many developing countries the cost in foreign currency of petroleum imports would exceed the total anticipated inflow of development assistance funds, at a time when most of the donor countries were ill prepared to increase substantially the level of their aid disbursements.

#### Europe

The oil crisis and the consequent anxiety of each member to safeguard its own petroleum supplies added to strains within the Atlantic Community, chiefly between the U.S.A. and its European allies. Britain, Denmark and Ireland joined the European Economic Community at the beginning of the year, but it soon became clear that this long-awaited transformation would not speed progress towards economic and political cohesion in the short run. This was hardly to be expected. Any international change of such proportions is bound to raise new questions. Somewhat unexpected, however, was the



effect on transatlantic relations of the laborious process of reaching agreement within the EEC on matters affecting the Alliance as a whole. The outbreak of war in the Middle East aggravated these tensions. A number of EEC member countries were uneasy over the possibility that the two super-powers might decide vital matters affecting the fate of Europe without adequate consultation. In the end, talks initiated by the U.S.A. to bring about greater Western solidarity did not result in agreement until June 1974.

On the other hand, there was steady progress towards resolving the differences that, throughout a quarter-century of Cold War, had divided Europe into two hostile units. Already bilateral discussions involving the United States and the U.S.S.R. had produced a greater degree of mutual understanding between the super-powers, while other initiatives such as West Germany's *Ostpolitik* had ameliorated many of the thorniest problems in Central Europe. These achievements and others, when taken together, constituted a remarkable advance in the painfully slow process of fabricating the complex structure of understanding needed to support a viable *détente* between East and West. After prolonged preparations the Conference on Security and Co-operation in Europe (CSCE) opened in Helsinki in July, with 35 states participating. The main issues were measures to avoid war, the security of national boundaries, the expansion of economic and technological relations, and the freer interchange of peoples and ideas. Closely related to the CSCE discussions were highly important

negotiations in Vienna involving members of both NATO and the Warsaw Pact, which were aimed at reducing the degree of military confrontation by reaching agreement upon Mutual and Balanced Force Reductions (MBFR). Although, as expected, neither the CSCE nor MBFR negotiations achieved spectacular results during the year, the very fact they could be held marked a crucial milestone on the road away from Cold War confrontation. Now there was hope that some agreement would be reached during 1974.

#### Canada on the world scene

The diversity of Canada's foreign relations is greater than that of most states, while at the same time the degree of its interaction with one other state, the U.S., is virtually unique. Thus, in 1973, Canada was host to the heads of government of the Commonwealth; the Prime Minister visited China; Canada became a member of the UN Economic Commission for Europe; withdrew from one peacekeeping role in Viet-Nam; agreed to a UN request to participate in the emergency force sent to the Sinai to police the Israel-Egypt cease-fire; opened an embassy in Korea; exchanged several visits at Cabinet level with the U.S.S.R. and Japan; and attended the general conference of the Agency for Cultural and Technical Co-operation of French-speaking countries.

- At the same time, 70 per cent of Canada's trade was conducted with the U.S. and the number of Canadian diplomatic posts in the U.S. remained greater than the total number of Canadian posts in Britain, France and West Germany combined. This variety and concentration at one and the same time is a product of geography and

history. Canada touches on three oceans and is a monarchy in a republican hemisphere. It is still a new nation compared to its neighbours and allies, and yet is one of the handful of countries that dominate world production and trade. Canada's total trade in 1973 approached \$50 billion, ranking it sixth in the world.

Canadians look to England and France as mother countries but to the U.S. for their tastes in cars, entertainment and "style". However, in 1973, 35 per cent of new immigrants to Canada came from non-Western countries; the old loyalties are changing, and a new sense of creative accomplishment in the arts is developing, which is responsive to internal drives as much as to external stimuli.

However one describes Canada's foreign policy, there are certain functions that are standard in the business of diplomacy. Thus, in 1973 Canada signed 41 bilateral agreements with 23 countries and participated in the signing of 23 international agreements. Consular services were requested by at least 200,000 of the estimated 1,300,000 Canadians who travelled abroad last year. The number of international conferences in which Canada takes part and the number of visits by Canadian officials, both federal and provincial, to other countries increased steadily as the networks of international exchange multiply, thereby adding to the liaison duties of Canadian posts abroad.

On August 1, an event unique to Canada and the Department of External Affairs took place. Queen Elizabeth II officially opened the new Lester B. Pearson Building on Sussex Drive in Ottawa. During 1973, all divisions of the Depart-

nt moved into the new build-  
 , so that for the first time since  
 very early days the whole  
 department was housed under  
 the roof. The new building has  
 already greatly enhanced the ca-  
 pacity of External Affairs to serve  
 the interests of Canadians, and  
 it in itself is a fitting memorial  
 to the Canadian statesman and  
 diplomat whose name it bears.

As the year ended, many Cana-  
 dians were wondering whether  
 Canada might not be an even  
 more fortunate country than they  
 had imagined and, if so, what this  
 meant for its foreign relations.  
 Clearly, the image of an affluent,  
 wasteful people in a world of  
 want and injustice is not one

Canadians wish to project. The  
 need to conserve and protect  
 natural resources is deeply felt in  
 Canada. But for whose benefit?  
 One answer, of course, lies in the  
 principle of the graduated income  
 tax. The world is far from a sys-  
 tem of resource transfers that  
 resembles the income tax, and it  
 may not be desirable to move too  
 far in that direction. Nevertheless,  
 a world of great differences in  
 the quality of people's lives, made  
 the more obvious by an ever-  
 improving communications tech-  
 nology and the sharper by the  
 limits that governments can place  
 on the distribution of non-renew-  
 able resources, is bound also to  
 be an insecure and unco-operative  
 world.

In 1973 Canada was engaged in a  
 network of international activities  
 — low-interest loans, technical  
 assistance, regulation of the  
 oceans, arms control, peace-  
 keeping, monetary reform, food  
 aid, energy conservation, etc. —  
 which may be thought of as the  
 international rent Canadians pay  
 to keep the world system in some  
 repair. It is not a high rent, and  
 perhaps most Canadians are  
 hardly aware of it. But they will  
 certainly have to go on paying if  
 they want to keep the quarters  
 they now occupy.



*Queen Elizabeth II officially opened the  
 department's new home, the Lester B.  
 Pearson Building, on August 1.*



# I Regional Activities

## Africa and the Middle East

Africa is a complex continent. It is the richest in natural beauty and population diversity, yet the poorest in natural and human resources. It contains 18 of the 25 countries designated by the United Nations as the world's least developed. Yet at its southern extremity is one of the world's most technologically-advanced countries, and in the north there is great wealth from petroleum reserves. Africa contains more than 40 independent states, but it also contains the largest areas in the world still under colonial rule. It provides moving examples of human serenity, wisdom and co-operation, but is also the scene of bitter, inhuman tragedies and violence, as well as of a potentially-explosive confrontation between the white ruling minorities and the black majorities in the south.

As in previous years, Canadian activity in Africa was concentrated largely on development-assistance programs, on working for peaceful change and on assistance to the victims of injustice and oppression. These aims were pursued through Canada's bilateral relations with the countries of the continent and through the various institutions of the Commonwealth, La Francophonie and the United Nations.

### Commonwealth Africa

A major subject of concern remained the continuing dispute over the future of Rhodesia. In January 1973, the situation was aggravated when the Rhodesian Government closed its border with Zambia, cutting off that country's major route to the sea. Though Rhodesia later rescinded this action, Zambia has kept its borders closed, having undertaken a fundamental reorientation of its traditional transport and supply-routes from the south (through Rhodesia and Mozambique) to the north (through Tanzania).

This diversion of Zambian trade occasioned new demands on the cargo-handling capacity of Tanzanian ports and the Zambian and East African railway system. In response to urgent requests, Canada untied a loan for \$1 million to permit cargo-handling equipment to be constructed in East Africa, with Canadian materials. In addition, an \$8-million package of emergency aid was allocated to the Zambian transport sector (including associated outlets through East African harbours), of which \$5 million was used for railway rolling-stock. In December, a further \$1-million loan agreement was concluded for the construction of more rolling-stock for the Zambian Railway.

Through these and other measures in aid of independent African countries bordering on the minority-controlled territories of southern Africa, the Canadian Government has made its policy clear. Canada has unequivocally supported the goal of a democratic majority rule in Rhodesia and, in accordance with United Nations resolutions, has main-

tained sanctions against the illegal Salisbury regime. Canada continued its participation in the Commonwealth Scholarship Fund for Rhodesian Africans, as well as its contributions to the United Nations Trust Fund for South Africa and the United Nations Education and Training Program for Southern Africa (UNETPSA).

The tension in southern Africa was at least partly to blame for a tragic incident on the Zambia-Rhodesia border. In May, two Canadian tourists visiting the Rhodesian side of Victoria Falls were shot and killed by Zambian troops. Differing views on what happened cast a shadow over Canadian-Zambian relations. In November, however, as a result of the efforts of the Canadian Government, the Zambian Government offered an *ex gratia* payment of \$50,000 to the family of each of the victims — an indication of Zambia's sense of moral responsibility and regret for the deaths.

In pursuit of its efforts to achieve social justice through peaceful change, Canada has continued to condemn the South African Government's *apartheid* policies. Canada has supported the continuing efforts of the United Nations Secretary-General and the Council for Namibia in the dispute over the right of the people of Namibia (South West Africa) to self-determination. Its concern for the rights of the indigenous peoples of Portugal's African territories was made known to the Portuguese Foreign Minister at the NATO ministerial meeting in December. Further, Canada maintained its policy of refusing to sell Portugal arms or military equipment that might be used in Africa. Moreover, it was





*CIDA team inspects chisel plough, a key implement in the drive for higher wheat production in northern Tanzania.*

because of Canada's concern about the injustices existing in southern Africa that the Government began studying ways of broadening the program of humanitarian aid to the native peoples of the region and decided on the outlines of a policy of expanded aid through non-governmental organizations.

Canada's bilateral assistance to Commonwealth Africa in 1972-73 was marked by steady expansion in a broad variety of spheres.

- Sixty-three million dollars was allocated to the program.

Several major capital-assistance projects were completed, and a number of new ones begun. Completion of a transmission-line from the Akosombo generating-station in Ghana to the neighbouring countries of Togo and Dahomey is helping all three countries meet their increasing requirements for electrical power. In addition, the Canadian-supported port-expansion project in East Africa will speed up the flow of imports and exports throughout the region.

A Canadian loan of \$20 million will be used to build a new water-supply system for Dar-es-Salaam, the capital of Tanzania.

The program in Uganda, which has been expanding in recent years, was cut back sharply in January 1973 when security problems made it difficult for the Canadian International Development Agency (CIDA) advisers to carry out their assignments. However, Canada is continuing assistance to Uganda by providing training in Canada for Ugandans.

## French-speaking Africa

The opening of six Canadian embassies in French-speaking Africa in the past decade and Canada's multiple accreditation to the other countries in the region demonstrate the growth and development of relations with the 23 French-speaking African nations. This trend was particularly evident in 1973 as political, economic and cultural ties were strengthened.

Official and unofficial visits helped strengthen these relations:

- Canada's Minister of National Defence, Mr. James Richardson, made a stop-over at Dakar, Senegal, in August 1973 and had discussions with President Senghor and other Senegalese leaders.

- An official delegation led by Senator Jean-Paul Deschatelets represented Canada at the opening ceremonies of the Lycée de Bonabéri in Cameroon and the Ecole Polytechnique de Thiès in Senegal.

- The Canada-Tunisia Joint Commission met in Ottawa from June 6 to 8 for its sixth meeting, and the program of Canadian co-operation with Tunisia received particular emphasis.

- At the invitation of the Secretary of State for External Affairs, Mitchell Sharp, the Minister of Foreign Affairs for the Malagasy Republic, Commander Didier Tatsiraka, made an official visit to Canada.

- Mr. Layachi Yakar, Minister of Trade for Algeria, and Mr. Iman Moroccan Secretary of State for Economic Planning, came to Canada in response to an invitation from the Minister of Industry, Trade and Commerce, Mr. Alastair Gillespie.

- Fifteen African ministers were welcomed to Canada by their Canadian counterparts and held discussions to reinforce and expand bilateral relations with Canada.

- More than 500 Canadian professors and teachers worked in French-speaking Africa, while nearly 1,000 African students studied in Canada under CIDA scholarships.

- The "Canada-World-Youth" program inaugurated in 1972 was continued in 1973 with three French-speaking African countries — Tunisia, Cameroon and Senegal. Under this program, more than 100 young Canadians visited one of three countries and experienced the local way of life while an equivalent number of young Africans stayed for some five months in Canada.

- An increasing number of Canadian tourists visited North Africa, in convoys or at the wheels of their own cars, travelling from the Mediterranean to the Gulf of Guinea. This increased stimulated a greater demand for Canadian consular services in French-speaking Africa.

## Assistance programs

One of the main activities of Canada's six embassies in French-speaking Africa was the administration of assistance programs.

A total of \$69 million was allocated to the various programs of bilateral Canadian co-operation in the fiscal year 1972-73. New large-scale projects were inaugurated; projects begun several years ago were implemented; a long-range planning system was adopted for Canadian participation in the development of several of these countries.

The President of CIDA, Paul Grin-Lajoie, led official delegations to Morocco, Algeria and Tunisia in North Africa, and to Niger and Upper Volta. The latter visit was in connection with the international relief plan to aid the millions of people affected by the long-standing drought in the Sudan-Sahel region, which reached crisis proportions in 1973. Canada was one of the countries that contributed generously; initial participation amounted to some \$10 million in 1973.

## Middle East

The renewal of full-scale hostilities in the Middle East in October 1973 brought to an end the uneasy truce that had prevailed since 1967.

The United Nations Security Council on October 25 authorized the formation of a peace force, and Parliament subsequently approved the Secretary-General's request that Canada provide the logistics component of the force. About 1,000 Canadians took up duties along the cease-fire line between Egyptian and Israeli forces, but by the end of the year the Israel-Syria border was still in active dispute.

✓ During 1973, Canada strove to increase its representation in the Middle East, so that by 1974 it had diplomatic relations with every country in the region. Diplomatic relations were opened with Saudi Arabia in May 1973. Canada also decided to establish

diplomatic relations with the countries of the lower Persian Gulf — Bahrain, Oman, Qatar and the United Arab Emirates — and with the Yemen Arab Republic and the People's Democratic Republic of Yemen. On December 21, the decision to open an embassy in Saudi Arabia was announced.

Canada's export and import trade with most Middle Eastern countries rose significantly during 1973, and the prospects are excellent for continued rapid growth.

In the absence of a solution to the Palestinian problem, Canada continued to give substantial support to the work of the United Nations Relief and Works Agency for Palestinian Refugees (UNRWA). The Canadian contribution was increased by \$500,000 in 1973, bringing Canada's total annual contribution to \$2.05 million and making it the third-largest contributor to the organization since its inception. ✓



UNEF Forward Headquarters officers inspecting "A" Line on UNEF Buffer Zone in Sinai. Canadian Capt. Len Juteau is on extreme right. (UN Photo/Y. Nagata)



# Asia and the Pacific

## East Asia

### Japan

In 1973, trade figures indicated that Japan had become Canada's second-largest trading partner. Parallel with this rapidly-growing economic relationship, the Secretary of State for External Affairs stated in 1973 that Canada was attempting to "politicize a bilateral relationship which has, in the past, been too narrowly commercial by increasing and deepening consultations in a wide variety of fields". To this end, Mr. Sharp met with the Japanese Foreign Minister and Prime Minister in March *en route* to his fact-finding mission to Indochina. Mr. Sharp also travelled to Tokyo in September to meet with his Japanese counterpart.

The Minister for Industry, Trade and Commerce met with his Japanese counterpart on the occasion of the GATT meeting in Tokyo in December. Canadian and Japanese foreign policy experts met in Montebello, Quebec, in August for the annual official-level policy-planning talks to discuss long-term policy in the Pacific region and the world. The National Defence College visited Japan in January. *Ad hoc* consultations also occurred during 1973.

Japanese visitors to Canada included the Minister of Agriculture in October, who had talks with the Canadian Minister of Agriculture, and in addition with the Secretary of State for External Affairs, the Minister of Industry,

Trade and Commerce and the Minister in charge of the Wheat Board. A Japanese official-level mission in science and technology arrived in November as a follow-up to the Gillespie science and technology mission of the previous year.

### China

The year 1973 was a productive one in Canada's developing relations with the People's Republic of China, climaxed by the successful visit of the Prime Minister to Peking in October. The months prior to the Prime Minister's visit had included many exchanges between Canada and China, including two delegations led by Canadian ministers: a petroleum mission led by the Honourable Donald Macdonald in April and a scientific mission led by the Honourable Jeanne Sauvé in September.

In addition, other Canadian delegations, representing a variety of fields, visited China. These included representatives of the medical profession and the agricultural sciences, and of sport and commerce. In addition, there was a successful exhibition of Canadian Eskimo art in Peking and Shanghai, and in September a two-year program of student exchanges was formally announced. Visits to Canada by a group of Chinese gymnasts and by a large delegation of Chinese journalists preceded this valuable exchange of Canadian and Chinese university students.

During the Prime Minister's visit, an agreement was reached on several significant issues of mutual importance to China and Canada. The two countries signed a trade agreement that serves as a framework for the continuing development of Sino-Canadian trade and also provides for formal exchange of MFN treatment and for the creation of a joint trade committee which is to meet annually. The two countries had earlier signed a wheat agreement under which China was to purchase up to 22 million bushels of Canadian wheat over the next three years.

Another significant achievement of the visit was in the consular field, where agreement was reached on a general consular understanding as well as on an understanding facilitating the reunion of families of Chinese origin. In other areas, agreement was reached on reciprocal short term exchanges in the medical, scientific, and technological fields, as well as in culture and sport.



Pierre Minister and Mrs. Trudeau visited China in October. They were greeted at Peking airport by Premier Chou En-lai and Mr. Trudeau conferred with Chairman Mao Tse-tung. (CP Photos by Peter Bregg)





## Indochina

While the conflict in Cambodia continued unabated, Viet-Nam and Laos were experiencing the first hours of a cease-fire, which was fairly generally observed in Laos but was to prove uneasy and short-lived in Viet-Nam.

The Paris Agreement of January 27, 1973, provided for an International Commission of Control and Supervision in Viet-Nam. Under this Commission, 290 Canadian soldiers and civilians

garians, Indonesians and Poles to observe and report on implementation of the agreement. Canada also participated in the International Conference convened in accordance with the agreement to arrange terms and conditions that would ensure the effective operation of the ICCS. With considerable experience in this area, ✓ Canada was well aware of the conditions required, but Canadian proposals did not receive the general support of the parties concerned. Despite the efforts of the Canadian delegation, the ICCS proved unable to carry out

the role assigned to it and on May 31, having given notice to all parties concerned, Canada announced its decision to withdraw from the ICCS. The withdrawal took place on July 31; Canada was later replaced on the Commission by Iran.

Canada's bilateral relations with the area also continued to develop. In February, official Canadian recognition of the Democratic Republic of Viet-Nam was announced. In March, the Secretary of State for External Affairs visited Indochina to observe the

*Canadian members of ICCS participate in P.O.W. exchange discussion in South Viet-Nam. (Can. Forces Photo)*





work of the ICCS. During visits to Saigon, Vientiane and Hanoi, he discussed bilateral relations with the leaders of the three countries.

On July 31, Canada established diplomatic relations with the Republic of Viet-Nam; in September diplomatic relations were also established with the Democratic Republic of Viet-Nam.

In Laos, in February, the Laotian parties agreed to a cease-fire and also agreed to undertake supervision of the peace agreement themselves. In September, after seven months of continuous negotiations marked only by a few violations of the cease-fire, both parties signed a protocol specifying the terms and conditions of the general agreement and providing for the participation of the International Commission for Supervision and Control (ICSC) in Laos. Canada is a member of this Commission, which was established under the Geneva Accords of 1962. After the protocol was signed, Canada preferred to reserve its position on this question until the ICSC received an official invitation to supervise the ceasefire agreement, which Canada already suspected was quite different from the one it had been asked to supervise by virtue of the 1962 accords. By the end of 1973, no such invitation had been received.

Through the Canadian International Development Agency (CIDA) continued emphasis was placed upon emergency and humanitarian relief needs, particularly in the medical (reha-

bilitation and public health) and social sectors. In the past few years, Canada has given \$2 million, through the Mekong Committee, to assist in the first stage of the Nam Ngum hydro-electric project in Laos, and it has offered to contribute a further \$2.5 million towards the second stage of the work. Canada has also contributed \$2 million toward the Prek Thnot hydro-electric project in Cambodia. Canada has stated its intention to play its full part, when peace comes to Indochina, in special programs of rehabilitation aid necessitated by the prolonged hostilities.

## South Asia

The major focus of Canada's relations with South Asia in 1973 was India, and concomitantly the gradual changes taking place among the countries of the region after the upheaval of 1971 and the emergence of Bangladesh on the international stage. ✓

Canada's long-standing and friendly relations with India were advanced by the successful visit to Canada of the Prime Minister of India, Mrs. Indira Gandhi, at the invitation of Prime Minister Trudeau. Her visit provided an opportunity to initiate a broad review of relations between the two countries. After more than two decades, these relations had evolved from close co-operation in various international endeavours to a connection founded primarily upon the provision of development assistance by Canada. The time appeared to be approaching when a more mature economic relationship could be envisaged as India advanced towards its goal of self-reliance. ✓

Recognizing the desirability of a gradual transformation and broadening of the relationship in the economic, cultural, scientific and technical spheres, the two Prime Ministers agreed that senior officials of the two governments should meet for detailed discussions. Accordingly, economic consultations were held in New Delhi in November during which a broad range of practical matters were discussed.

✓ Concurrently with the evolution of Canada's bilateral relations with India, developments in the direction of normalization and reconciliation in South Asia attracted Canadian attention and support. Canada warmly welcomed the agreement worked out in New Delhi between India and Pakistan with Bangladesh's concurrence for the resolution of outstanding humanitarian issues remaining after the 1971 war. In recognition of the importance of the agreement as a major step towards the creation of stable relationships among India, Pakistan and Bangladesh, Canada contributed \$1 million towards an international airlift to move people between Pakistan and Bangladesh who were to be repatriated under the terms of the Delhi Agreement.

In 1973, Pakistan was struck by perhaps the most disastrous floods experienced in its history. In company with many other countries, Canada responded to assist the recovery from the widespread destruction and loss that checked the country's remarkable economic performance.

*Prime Minister Indira Gandhi of India addressed a joint session of the Canadian Parliament on June 19. Prime Minister Trudeau and Secretary of State for External Affairs Mitchell Sharp are on her left; Indian High Commissioner to Canada Uma Shankar Bajpai on her right. (CP Photo)*



## Pacific

### Australia and New Zealand

Historically there has been a close and easy relationship between Canada and Australia and New Zealand based on similar cultural, economic, political and social institutions, Commonwealth ties, and trade links. In recent years this friendship has intensified, resulting in ever-expanding people-to-people contact through visits and exchanges.

In August 1973, the newly-elected Prime Ministers of Australia and New Zealand, the Honourable Gough Whitlam and the Right Honourable Norman Kirk, visited Ottawa to attend the Commonwealth Heads of Government Meeting. The Minister of National Defence, the Honourable James Richardson, visited both Australia and New Zealand for talks on a wide range of military subjects.

As an indication of the valuable economic and commercial relations that exist between these countries, separate bilateral trade agreements were concluded between Canada and New Zealand in August and between Canada and Australia in October. These were designed to retain the system of Commonwealth preferences, which provide for continuing mutually-advantageous terms of trade. Trade increased greatly in 1973 over previous years; trade between Canada and Australia increased by \$93 million in 1973, to a total of \$440 million, and trade between Canada and New Zealand increased from \$81 million to a total of \$112 million in 1973. In the field of transportation, air-routes between Canada and Australia were extended in 1973.

### Other countries

Canadian involvement with the other countries of the Pacific area has customarily been concerned mainly with aid, but in recent times trade, investment and immigration have been increasing. While Indonesia is a major recipient of Canadian aid, exports from Canada to that country have been expanding. There have also been gains in two-way trade with Malaysia, Singapore and Thailand, and an increase in Canadian imports from the Philippines. Trade with South Korea reached an all-time high in 1973.

As an indication of Canada's traditional Commonwealth ties with the region, the prime ministers of five Pacific countries — Malaysia, Singapore, Tonga, Fiji and Western Samoa — visited Ottawa in August 1973 to attend the Commonwealth Heads of Government Meeting.

Canada continued during 1973 to carry out its policy of sharing in, and contributing to, the economic growth of the region and of helping bring about the conditions for the enhancement of social justice and improvement in the quality of life.



# Europe

It was a favourable year for realizing Canadian objectives in Europe. Partly because of an advantageous political climate, the Canadian Government was able to make significant progress towards establishing increasingly-productive relations with European countries. There was substantial growth in trade, tourism, cultural and scientific relations, investments and co-operation in environmental matters.

Canada's European partners demonstrated an increasing awareness of Canada's aspirations, its distinct identity in North America, and the value it placed on national independence and interdependence among peoples.

A Conference on Security and Co-operation in Europe opened in Helsinki in July with a meeting of the foreign ministers of the 35 participating states. The Secretary of State for External Affairs of Canada was one of the participants, for European security and co-operation are of vital importance to Canada's economic and political future.

The second, or negotiating, stage of the conference began in September in Geneva, also with the full participation of a Canadian delegation. Such importance for stability and *détente* in Europe was attached to the results of these negotiations that the delegations decided to exchange their views in detail on the various subjects of the conference before starting to draft documents early in 1974. The various approaches to achieving greater security were so different that many months of intensive negotiation would be needed to arrive at a mutually-satisfactory and successful outcome.

It was in this spirit that Canada joined with other members of the Atlantic Alliance to work towards the reduction of military strength in Central Europe within the framework of the Vienna talks aimed at Mutual and Balanced Force Reductions. A major achievement of the year was the fact that the NATO and Warsaw Pact countries were able to come together in October 1973 to discuss questions as complex as they were vital to the security of all the countries concerned.

In the context of multilateral relations with European countries as a whole it should also be mentioned that in July Canada became a full member of the United Nations Economic Commission for Europe and took steps to increase its role within UNESCO through full-time membership in the regional European group.

On the Western Europe political scene, "constructive dialogue" between Canada and the members of the European Community — the "Nine" — was a highlight. The Canadian Government's efforts to promote better understanding between Canada and the Nine were reinforced by such programs as:

- the study of Canada's relations with the expanded European Community by the Standing Senate Committee on Foreign Affairs, published in July;
- the successful symposium in Ottawa in November on Canada and the European Community, organized by the Canadian Institute of International Affairs in co-operation with the Department of External Affairs and the Commission of the European Community. (The conference coincided with the visit of Sir Christopher Soames, vice-president of the Commission, and his chief advisers).

As a result of Canada's efforts to strengthen and vitalize relations with its European partners, the Nine invited Canada in November to express views on the future and scope of relations between Canada and the European Community. Canada informed the Nine of its interest and launched an intensive study of the subject.

The process of exchange and exploration with the "Six" and subsequently with the Nine had, therefore, been in progress for some time when, in April, the American Secretary of State announced a proposal to revitalize the Atlantic Alliance. Canada had to determine the best way to pursue its European policy, taking into account the evolution of the situations in North America and Europe and at the same time contributing to the common goal of strengthening ties between members of the Atlantic Alliance.

## Western Europe

### France

Canada's relations with France remained the high priority of recent years.

A major event affecting bilateral co-operation was the April meeting of the France-Canada Joint Economic Commission. The Commission, created in 1949, studied the development of exchanges between the two countries, methods of diversifying and increasing them, and such questions of common interest as pollution, the environment, investments and natural resources.

The France-Canada Subcommittee held a meeting on scientific co-operation in May. Seventy-five new areas for exchange were identified; one of the most important projects under way at present is the installation of a giant telescope on Mauna Kea by France and Canada in co-operation with the University of Hawaii. It was also decided by mutual agreement that the subcommittee would meet in future as a joint commission.

At the same time, the Joint Cultural Commission examined such diversity matters as the teaching of French, various forms of co-operation and methods of cultural promotion. As part of the cultural exchange program, particular mention should be made of the Fontainebleau Exhibition at the National Gallery, the Canadian tour by the Comédie-Française and the opening of an outlet for the distribution of Canadian books in Paris.

The new France-Canada co-operation agreement on defence research provided for the exchange of documentation and researchers in a variety of sectors.

Many Canadian ministers, both federal and provincial, visited France during the year, including: Jeanne Sauvé, Minister of State for Science and Technology; Jean Marchand, Minister of Transport; Hugh Faulkner, Secretary of State; Ron Basford, Minister of State for Urban Affairs; and Gérard Pelletier, Minister of Communications. Canadian Members of Parliament welcomed their French counterparts to the annual meeting of the France-Canada Interparliamentary Association. Canada also received members of the Audit Committee of the French National Assembly and a delegation from the French Senate Committee on Constitutional Laws.

Political co-operation between Canadian and French delegations increased steadily throughout the year within major international organizations such as the UN, NATO, ICAO, the OECD, and, in particular, the Agency for Cultural and Technical Co-operation.

### Belgium

The development of good relations between Canada and Belgium accelerated during the year.

In April, Canada demonstrated the importance it placed on these relations by accrediting a full-time ambassador to the Belgian Government. There are two other Canadian ambassadors in Brussels, accredited to the Commission of the European Community and to NATO.



*The Hon. Mitchell Sharp and the Canadian Ambassador to NATO, Mr. A. R. Menzies, at the NATO Ministerial Meeting in Brussels in December. (NATO Photo)*

Within the context of the activities of the Agency for Cultural and Technical Co-operation (AGECOOP), Canada participated in the "French-speaking Community Month" held in Liège in September. During the three days devoted to Canada, the provinces co-operated with the Federal Government in presenting exhibitions and information programs on aspects of the Canadian culture, economy and society.

The second meeting of the Joint Commission set up under the terms of the 1971 Agreement on Scientific, Industrial and Technological Co-operation was held in Belgium in December. The participants prepared the program for 1974 and outlined possibilities for co-operation in industry, health, social affairs, the environment and science.

Canadian exports to the Belgium-Luxembourg Economic Union increased by 48.7 per cent between January and August, compared to the same period in 1972, while imports from these countries increased by 15.1 per cent. Belgian investments continued to provide a welcome stimulus in key sectors of the Canadian economy.

### Luxembourg

- Canada strengthened its relations during the year by officially receiving Luxembourg's Minister of Foreign Affairs, Gaston Thorn, in February.

### Switzerland and Austria

- Relations continued close and harmonious, as indicated by the number of Canadian representatives from all levels of government who visited these countries officially.

Trade and investment play an important role in Canada's relations with Switzerland. Canadian exports to Switzerland increased considerably during 1973. In addition, Swiss firms continued to show keen interest in the possibility of joint projects with Canadian firms.

### Italy

Throughout 1973, there were numerous opportunities for Canadian-Italian co-operation in various multilateral contexts, including NATO, the United Nations and the OECD. Of special interest and importance to Canada were the exchanges of view on questions relating to East-West *détente* and development in the European Community.

Trade between Canada and Italy continued to increase, attaining a value of over \$500 million in both directions, with a slight balance in Canada's favour — a new record for annual trade between the two countries.

Immigration to Canada from Italy increased to well over 5,000 (Italo-Canadians now constitute about 4 per cent of the Canadian population). As usual, large numbers of Canadian tourists visited Italy.

As part of a series of meetings that have been held since 1971, a delegation of senior Italian

officials visited Ottawa in June to discuss with their Canadian counterparts practical matters including social security questions involving immigrants from Italy.

In August, while visiting Canadian war memorials in Europe, Canada's Minister of Veteran Affairs, Daniel J. MacDonald, participated in commemorative ceremonies at the Senio River and Monte Cassino in Italy. Agriculture Minister Eugene Whelan visited Italy in November as part of a tour to several European countries to discuss marketing agricultural goods.

During the year, there was also further progress toward the final ratification of a film co-production agreement.

Canada's relations with the Holy See were established in 1970. During 1973 many valuable exchanges of view took place on such global problems as food supply, population growth, the need for humanitarian assistance programs and East-West *détente*. His Holiness the Pope granted a audience to Veterans Affairs Minister MacDonald in August.

### Federal Republic of Germany

- Relations between Canada and the Federal Republic of Germany continued to develop favourably in 1973.

A highlight was the official visit in September of the Federal Republic's Vice-Chancellor and Foreign Minister, Walter Scheel. He and Mitchell Sharp, the Secretary of State for External



affairs, discussed such international issues as the FRG's admission to the United Nations, relations between Canada and the European Community, and matters of a strictly bilateral nature. During the visit, letters were exchanged affirming the interest of both countries in establishing a cultural agreement and promoting bilateral consultations on a broad variety of subjects.

Canada's economic and trade relations with the Federal Republic, already of primary importance, were encouraged by the visit of a major economic mission of representatives of important West German industries. Total trade between the two countries now amounts to about \$1 billion annually.

A agreement providing for the mutual extension of air-traffic facilities to the airlines of both countries was signed early in 1973. Negotiations continued on the providing of training facilities at Camp Shilo, Manitoba, to the FRG Armed Forces. These facilities, which would start in the summer of 1974, would promote co-operation between the two countries within the framework of NATO. In addition, negotiations toward a cultural agreement with the Federal Republic were carried on in consultation with the provinces.

## Turkey

Canada enjoyed its customary good relations with Turkey during 1973. This was in part due to co-operation within NATO, the United Nations and other multilateral forums.

The Canadian Minister of National Defence visited Turkey briefly early in May, and late in October Senator Paul Martin represented Canada at Turkey's fiftieth anniversary celebrations in Ankara. At the same time, the Canadian NATO Parliamentary Association was in Ankara attending the nineteenth annual session of the North Atlantic Assembly.



*Minister of National Defence James Richardson and Chief of Defence Staff General J. A. Dextraze attended NATO Planning Group Ministerial Meeting in Ankara, Turkey, in May. (Can. Forces Photo)*

## Greece

Canada and Greece trebled the value of trade in each direction.

Late in October, the Greek Minister of Culture and Science, accompanied by senior officials from his department, paid an unofficial visit to Ottawa.

## Spain

Canadian investments in Spain have been growing substantially over the past few years, a trend which continued in 1973. There was also a significant growth in two-way trade, which attained a total value of over \$120 million.

In April, the Spanish Minister of Industry visited Ottawa. A Spanish technical mission visited Canada in November.

## Portugal

There was a marked increase in immigration to Canada from Portugal, which resulted in that country's becoming the largest source of immigrants from mainland Europe during 1973.

## Malta

Canada maintained its good relations with Malta, especially within the Commonwealth framework. Negotiations were started in 1973 for an extensive loan agreement between Canada and Malta. The Prime Minister and Foreign Minister of Malta, Don Mintoff, was in Ottawa early in August to attend the Commonwealth Heads of Government Meeting.

## Eastern Europe

In 1973, the Canadian Government continued to give practical expression — in the bilateral and international context — to its support for East-West *détente*. This policy was inspired by the belief that the development of friendly relations and co-operation between Canada and the countries of Eastern Europe was of mutual interest and could make an important contribution to international understanding and security.

High-level visits, political and trade consultations, cultural exchanges and tourism all contributed to the implementation of Canadian policy. While the pace of the development of relations with the countries of Eastern Europe varied according to the possibilities, Canada's goal was to maintain and expand relations with these countries.

## Soviet Union

Soviet-Canadian relations remained active. The Secretary of State for External Affairs visited the Soviet Union from November 18 to 24. Discussions with President Podgorny, Premier Kosygin and Foreign Minister Gromyko provided opportunities for a frank review of bilateral issues, as well as of some major international questions, such as European security and the situation in the Middle East.

In April, Otto Lang, Minister of Justice and Minister responsible for the Canadian Wheat Board, visited the Soviet Union, where he held discussions with the Soviet Minister of Agriculture, Dmitri S. Polyansky, and the

Minister of Foreign Trade, Nikolai Patolichev.

The third session of the mixed commission set up under the Canada-U.S.S.R. Agreement on Co-operation in the Industrial Application of Science and Technology took place in Moscow in October. The 70-man Canadian delegation, one of the largest ever sent to the Soviet Union, was headed by the Minister of Industry, Trade and Commerce, Alastair Gillespie. It included not only government officials but 34 senior representatives of Canadian business.

The mixed commission reviewed the work of the eight working groups set up to identify opportunities for co-operation in various fields; in the protocol signed at the end of its session, the commission noted that the working groups could make a substantial contribution to the further development of trade and economic relations between the two countries.

Under the General Exchanges Agreement between Canada and the U.S.S.R., Canadian student professors and scientists studied in the Soviet Union and artistic and athletic groups toured that country. The second session of the Canada-U.S.S.R. mixed commission established under the agreement was held in Ottawa.

At the conclusion of the session a two-year program of scientific, academic and cultural exchange for 1974-75 was signed. The program covers seven major areas of co-operation: science, education, the arts, cinematography, television and radio, sports and tourism. In preparing it, the mixed commission not only



consolidated the progress made in 1972-73 but broadened the scope of co-operation to a number of new fields such as public health, medical care delivery systems and medical sciences. During the mixed commission session, an agreement on principles of co-operation between sports organizations in Canada and the U.S.S.R. was signed, providing a basis for developing sports exchanges between the two countries, including hockey.

This year, the Stratford Shakespearean Festival Theatre and the National Arts Centre Orchestra both made successful tours of the Soviet Union and Poland.

Trade between Canada and the Eastern European countries continued to expand. Canada's main object was to acquaint these countries with its industrial capacity, especially since the Eastern European countries had been accustomed to look to Canada mainly for imports of grain. Statistics indicate not only that Canada is making significant

grain sales but that industrial goods sales are also developing steadily.

### Bulgaria

Prospects for trade were enhanced when a renewed trade agreement was signed in Sofia in February.

Mr. Lucien Lamoureux, Speaker of the House of Commons, made an official visit to Bulgaria during 1973.

### Czechoslovakia

A Canada-Czechoslovak claims agreement was concluded in Ottawa in the spring.

### Hungary

In March, Deputy Prime Minister Valyi of Hungary and the Deputy Minister of Foreign Trade paid an official visit to Canada.

The recently-established resident Embassy in Budapest, under a chargé d'affaires, facilitated the further development of Canada's relations with Hungary.

### Poland

Canada's relations with Poland continued to develop, with particular emphasis on economic and cultural activities. Exchange visits contributed to good relations:

- Poland's Deputy Prime Minister, Jan Mitrege, and the Minister of Forestry and Wood Industry visited Canada;
- Justice Minister Otto Lang visited Poland in April;
- in December, Polish-Canadian trade consultations took place, providing for a long-term grain purchase-and-supply agreement by Mr. Lang and the Polish Deputy Minister of Foreign Trade, Dr. W. Wisniewski.

### Yugoslavia

The signing of a trade agreement during an October visit to Belgrade by Canada's Minister of Industry Trade and Commerce was the highlight of relations between Yugoslavia and Canada in 1973.

### German Democratic Republic

Discussions began in Warsaw between the Ambassadors of Canada and the German Democratic Republic with a view to establishing diplomatic relations. By the year's end, these talks had not produced agreement on all points under discussion.

*Industry, Trade and Commerce Minister Alastair Gillespie, and First Deputy Chairman of Soviet Committee on Science and Technology, L. N. Yefremov, sign protocol in Moscow. (T.C. Photo)*





## Northwestern Europe

Because of the implications for Canada of EEC enlargement, there has been particular interest in economic exchanges with the countries of the Northwest European region. In addition, Canada shares with them many common interests in NATO, the United Nations and the challenges of Arctic development and environmental control.

### Britain

The historically close relation between Britain and Canada continued throughout 1973, based now on mutual self-interest as much as historical ties. Bilateral visits and consultations were important. They included:

- visits by 27 federal ministers and 16 provincial ministers to Britain, assisted by the Canadian High Commission in London;
- a meeting of the Continuing Committee on Trade and Economic Affairs;
- a large number of official and private trade delegations;
- cultural events such as the successful 1973 tour by the Canadian National Arts Centre Orchestra.

- Britain's changing role as a world power and the shift of British interests toward Europe have affected relations with Canada. Throughout these evolutionary developments, Canada and Britain have continued to share the same basic objectives within the Commonwealth, the United Nations and the Atlantic Alliance.

Although some Canadian exports may be adversely affected over the longer term by British entry into the European Community, Canada-Britain trade continues to grow. Exports to Britain included a higher proportion of manufactured goods, a trend Canada is attempting to encourage rather than remain exclusively a resource-supplier. Britain was also Canada's third-largest source of imports last year.

In 1973, Britain resumed its previous position as the prime source of immigrants. A very high proportion of British newcomers to Canada have skills in demand in this country and the ability to adapt quickly to Canadian society.

*The National Arts Centre Orchestra, with Mario Bernardi conducting, toured Britain and several other European countries in 1973.*



and

entry of Ireland, the only non-G70 member of the European Community, into the EEC has given relations between Canada and Ireland an additional dimension. Both have co-operated in peacekeeping efforts and, in general, express similar points of view on most international issues.

Canadian interest in investment in Ireland has continued to increase, especially in the mining industry. Exports to Ireland also registered modest growth in 1973. A larger increase in Irish exports to Canada was mainly due to greater fur exports than in the previous year. Slightly more immigration to Ireland also took place in 1973.

#### Scandinavian countries

Iceland, Norway and Denmark, like Canada, are members of the G70, while Sweden and Finland follow a policy of international neutrality. All share similar policies in support of international institutions such as the UN and in activities as peacekeeping.

Canada and the Nordic countries face similar problems in research and policy development in their respective northern territories. As a result, scientific studies and exchanges of information, involving indigenous peoples, environmental protection and economic development, have grown rapidly. Similar societies and generally advanced views of the Nordic countries on social and economic matters have encouraged numerous visits from representatives of all three levels of government and private enterprise.

Major areas of interest include ethnic minorities, urban and economic planning, regional development, industrial technology, natural resources management and future studies.

Canadian trade with the Nordic countries increased appreciably in 1973, with exports up 20 to 30 per cent in most cases. Since imports increased similarly, Canada continued to have a small trade deficit with this region. Norway remained Canada's main Scandinavian export market, and also attracted Canadian expertise and investment in North Sea oil exploration. Danish entry into the European Community in 1973 and the negotiation of bilateral agreements between other Scandinavian countries and the European Community did not appear to affect Canadian trade, at least in the short term.

While the Nordic countries are not a major source of Canadian immigrants, a significant number of skilled immigration applications from these countries occurred in 1973.

# Western Hemisphere

## Commonwealth Caribbean

- Canada enjoys close relations with the countries of the Commonwealth Caribbean. Barbados, Guyana, Jamaica, and Trinidad and Tobago maintain high commissions in Ottawa. There is also a Commissioner for the Eastern Caribbean in Montreal, who represents the West Indies Associated States. Canada has high commissions in Georgetown (Guyana), Kingston (Jamaica) and Port of Spain (Trinidad and Tobago).

- These relations were strengthened during 1973 when Canada established its fourth high commission in the area at Bridgetown, Barbados, indicating its continuing interest in political developments in the Eastern Caribbean, and in trade, investment, tourism, immigration and aid. The High Commissioner in Bridgetown will be accredited to the Leeward and Windward Islands, formerly covered by the High Commission in Port of Spain.

The Commonwealth of the Bahamas, a British possession since 1629, became an independent state on July 10, under a government led by the Honourable Lyndon Pindling. The Solicitor-General and Mrs. Warren Allmand were the special representatives of Canada at the independence celebrations.

As the year ended, Grenada, the most southerly of the Windward Islands, moved towards independence.

### Economic developments

The Commonwealth Caribbean attempted to come to grips with some of its problems by forming the Caribbean Community, including a common market (CARICOM), successor to the Caribbean Free Trade Association (CARIFTA). The agreement was signed on July 1, uniting the four major nations of the Commonwealth Caribbean — Jamaica, Trinidad and Tobago, Guyana and Barbados — with the smaller states that joined in 1974. It pledged its members to a common external tariff and other initiatives for mutual aid.

- Canada continues to provide a large amount of aid to the Commonwealth Caribbean, which now receives the highest *per capita* disbursements in Canada's aid program. As in other years, Canada's program was concentrated in social and industrial infrastructure, with assistance by Canadian experts on agriculture, transportation, water-development, education and development-planning. In the fiscal year 1973-74, disbursements were expected to total \$15.4 million: \$8.2 million in grants and \$7.2 million in loans.

Negotiations for association with the EEC made little progress, and discussions concerning future Canadian trade and economic relations with the Commonwealth Caribbean were postponed. The Caribbean is specially concerned about continuing access to Britain for its agricultural products, particularly sugar and bananas. As an associate, the region would be able to draw on funds available to developing countries associated with the EEC.

In 1973, Canadian investment in the Commonwealth Caribbean was estimated at about \$500 million. Canadian exports increased from \$114 million in 1972 to \$130 million; imports decreased from \$77 million. Immigration to Canada from the region increased from 9,300 in 1972 to 16,400, making it the third-largest source of Canadian immigrants for the year.



## Continental Caribbean and Latin America

Canada maintains diplomatic relations with all the Latin American countries through 13 resident missions and dual or multiple accreditations from these missions, and has a permanent observer accredited to the OAS. The immediate objectives set out in the Government's Latin American policy statement of 1970, which called for "a systematic strengthening" of Canada's relations with Latin America, had been largely attained in 1973. Canadian aims and priorities in the region for the remainder of the decade are now being adjusted and refined; new bilateral programs and projects are being launched; increasing support is being given to institutions fostering economic integration.

In the spring of 1973, the President of Mexico and Mrs. Echeverría visited Canada and signed agreements on an exchange of working technicians and on the work of consular officers. Trade and investment with Brazil continued to expand and information, cultural exchange and technical assistance continued to increase.

There were ministerial visits to Venezuela, a traditional supplier of oil to Canada, which is emerging as a leading economic power in that region.

Following the *coup d'état* in Chile, special provisions were made to set up an immigration program for refugees and other persons affected by the course of events.

### Co-operation for development

✓ The main feature of Canadian bilateral co-operation with Latin America continued to be the providing of technical assistance in agriculture, forestry, fisheries, education and public administration. The first projects began in Haiti and Cuba.

Canada has also financed the operations of Canadian private organizations active in social development in many parts of the region. During the year, an assessment was started of results already achieved since the inception of the co-operative program. It is expected that the program will increase steadily from the \$14.4 million invested in 1973 in co-operation with Latin America, taking into account the capabilities and evolving requirements of the countries and regional institutions concerned.

To obtain additional "inputs" concerning the present state of the development process, the President of the Canadian International Development Agency (CIDA) held an international consultation in Canada on Latin America and visited several countries of the region.

At the multilateral level, Canada contributed to regional or sub-regional organizations such as the Inter-American Development Bank (IDB), the Andean Group, the Pan-American Health Organization (PAHO), the Inter-American Institute for Agriculture Sciences (IIASA) and the UN Economic Commission for Latin America (ECLA).

Canadian aid to Latin America has likewise been channelled through the World Bank and UN bodies.

*President Luis Echeverria of Mexico was welcomed by Prime Minister Trudeau as he arrived on Parliament Hill March 30.  
(CP photo)*



## Trade expansion

Trade and economic relations with Latin America expanded during the year. Statistics show that Canadian exports increased from \$613 million in 1972 to \$835 million and imports from \$60 million to \$889 million. Oil from Venezuela was an important factor in the increase in imports. Roughly three-quarters of Canada's exports were semi-manufactured and manufactured products. The majority of imported products were crude and raw materials.

Long-term financing arrangements, provided through the Export Development Corporation, helped promote exports to the area and indirectly aided the economic development of Latin American countries. In 1973 the EDC increased its financial involvement in Latin America by \$200 million over 1972, which should soon be reflected in trade statistics.

Canadian investors were encouraged to consider joint ventures and other undertakings in keeping with the requirements of Latin American countries. Canadian consulting firms were particularly active, and obtained many new contracts. Atomic Energy of Canada Limited won a contract to participate in the construction of a nuclear reactor in Argentina. The Canadian Association for Latin America (CALA), in cooperation with the Government, intensified its trade-promotion activities.

Canada has also co-operated or consulted with Latin American countries on such questions as human rights, the Law of the Sea, fishing rights, environmental protection, disarmament, crime prevention, narcotics control, taxation, statistics, energy, emergency assistance, social security and tourism. An anti-hijacking agreement was signed in 1973 between Canada and Cuba.



## United States of America

For both the United States and Canada, the year 1973 was a period of adjustment to important international events such as the Middle East war and the energy crisis, which not only affected the bilateral relation but also had a significant impact on the international system as a whole. Since Canadian and American views on many aspects of international economic developments were often parallel, the two countries were able to co-operate on a number of important multilateral issues, including the energy situation and the maintenance of monetary stability.

Canada supported the U.S. initiative towards a restatement of the objectives of the Atlantic Alliance. At the same time, bilateral questions of trade, energy and the environment retained their special importance and there was a mutual disposition to examine issues objectively and frankly. There was also a turn-around in the U.S. balance of payments. As a result of these developments, some bilateral trade and economic issues that had been potentially divisive, such as the Automotive Agreement, assumed less immediate importance.

The Canadian objective continues to be to live in harmony with but distinct from its great continental neighbour. Consistent with this so-called "Third Option" (1972), Canada tried to strengthen its economy and diversify its external economic relations in order to reduce its vulnerability to external shocks. At the same time, the United States and Canada remained each other's most important trading partners.

To support Canada's objectives in its relations with the U.S. it seemed desirable to promote a wider knowledge in that country of Canada, including its dual heritage, its policies and its aspirations. To this end, information programs in the United States have been intensified through the Canadian Embassy in Washington and the network of 15 consular missions. The continuing policy of facilitating visits by American journalists, including an extensive program during the Commonwealth Heads of Government Meeting in Ottawa in 1973, helped to provide the American public with greater understanding of Canadian domestic and international policy. A large variety of American student and other groups received official briefings in Ottawa and elsewhere in Canada in the course of familiarization visits. Canadian artists and companies like the National Ballet, the Toronto Symphony Orchestra and the Shaw Festival made successful tours in the United States, creating an awareness of distinct Canadian cultural achievements.

### Trade and economic relations

The year 1973 saw a number of developments that helped reduce the so-called "trade irritants" in Canada-U.S. relations stemming from U.S. concern over its balance of trade with Canada in the years 1971 and 1972. There was a return in 1973 to a deficit for Canada in the automotive trade under the Canada-U.S. Automotive Agreement. Consultations on the agreement continued

during the year between Canadian and U.S. officials. In January 1973, the Canadian Government presented a note to the United States requesting consultations under the General Agreement on Tariffs and Trade in an effort to persuade the U.S. to remove the countervailing duties it had imposed on imports of Michelin tires produced in Nova Scotia under Regional Economic Expansion grants and other incentives.

Under existing arrangements for resolving bilateral trade problems in the agricultural field, consultations took place during the summer between Canadian and U.S. officials. To provide some relief for Canada from fluctuations in domestic U.S. markets, Canada imposed a temporary surtax on the import of U.S. beef and sweet cherries. Canada also implemented a temporary export-licensing scheme for soya beans and other protein feed supplements following the decision of the United States to place an embargo on the export of the same products from the U.S.

Canada and the United States shared many common interests in multilateral trade and monetary questions during 1973, particularly the establishment of a stable monetary environment and the success of the GATT tariff negotiations begun in Tokyo in 1973.

## Energy

Review of the world-wide shortages of petroleum during the latter part of 1973, one of the most significant topics of discussion between Canadian and U.S. officials was the export of petroleum from Canada to the U.S. Of particular note was the meeting of V. William Simon, head of the U.S. Federal Energy Office, and the Honourable Donald Mc Donald, Minister of Energy, Mines and Resources. Discussions included supply and price in the light of international developments, increasing Canadian demand for both crude oil and oil products, and concern about the ratio of exports to proved Canadian reserves of conventional oil, and the levying of an export tax on crude oil and most oil products.

Preliminary discussions were held on the development of the north-east resources of both countries and the means of transporting them to market. Finally, in the closing days of the year, Canada responded favourably to the proposal by Dr. Kissinger for the formation of a group composed of the industrialized countries of Western Europe, Japan and North America, which would collaborate on various aspects of the changed international energy situation.

## Communications

- The Canadian Government was presented with an *aide memoire* from the United States in February 1973, asking it to rescind the Canadian Radio and Television Commission's cable television deletion-and-substitution policy. This initiated a dialogue that touches on all aspects of trans-border broadcasting, including "spill-over" from border stations and the treatment of trans-border advertising revenues.

Other communications discussions were begun on drafting an Intelsat Headquarters Agreement in Washington. The signing of a memorandum of understanding by Canada, the U.S. Federal Aviation Agency (FAA) and European Space Research Organization (ESRO) was once again delayed owing to the FAA's continued difficulties with the international (IATA) and the U.S. (ATA) air-carrier associations.

## Transportation

During 1973, discussions were carried on with the Government of the United States and studies were prepared on a large variety of transportation issues. Negotiations continued on a treaty package for trans-border commercial air-services, with special emphasis on route-exchanges and preclearance operations (these agreements were eventually signed early in 1974). Surface transportation was also considered, with studies initiated by the Canadian Government on trans-border truck and bus operations, and U.S. and Canadian studies on the July 1973 Montreal turbo-train collision were co-ordinated.

Shipping on the Great Lakes, and in particular the effect of subsidies to U.S. carriers, was examined during the year, and co-operation with the U.S. Government in marine matters continued both bilaterally (resulting in an Agreement on the Promotion of Safety on the Great Lakes by Means of Radio) and multilaterally (producing, *inter alia*, a unified stand before the OECO Maritime Transport Committee on the multimodal transport of goods).

## North American defence co-operation

The Permanent Joint Board on Defence (PJBD) is the principal consultative mechanism for Canada-U.S. co-operation on defence questions. The Canadian section of the Board is composed of members from the Departments of External Affairs and National Defence. The board held three meetings in 1973 and considered a broad variety of questions affecting bilateral arrangements for the defence of North America. Its deliberations should assist the Government in reaching a decision in 1975, when the NORAD agreement again comes up for renegotiation. (Canada-U.S. defence co-operation is also discussed in the defence relations section of this publication). ✓

## Space

The United States launched its first earth-resources technology satellite (ERTS-1) in July 1972. Under the terms of a bilateral earth-resources technology satellite agreement (ERTS) with the U.S., Canada has had access to resource and environmental data collected by the ERTS-1 satellite as well as *Skylab*. Meanwhile, Canada has developed internationally-recognized expertise in the field of satellite-data reception and dissemination. The Canadian ERTS receiving system is being examined by other nations that wish to receive ERTS data directly. A temporary *Skylab*-tracking station in Newfoundland will be reactivated under an extension of an earlier agreement to monitor the joint U.S.-Soviet *Apollo-Soyuz* space venture.

## Environment

The attention being paid by the United States and Canadian Governments to bilateral environmental issues continues to increase, reflecting a strong concern expressed by provincial, state and local governments and the public generally.

The main focus has been on water quality, especially in the Great Lakes, the Souris River in Manitoba and the coastal waters of British Columbia. An awareness of the expanded role the International Joint Commission can play in dealing with problems of this nature is reflected in the responsibilities given to the Commission under the Great Lakes Water Quality Agreement. Specific issues in this area that received priority attention during 1973 include:

## Great Lakes water quality

Measures designed to restore and enhance water quality in the Great Lakes system were embodied in the Great Lakes Water Quality Agreement adopted in April 1972 by the Canadian and U.S. Governments. Officials of both governments meet frequently to assess progress in achieving the goals set by the agreement.

The responsibilities given to the IJC under the agreement mark a new departure from the type of function the Commission has hitherto exercised. For example, the Commission is called on to recommend improvements in objectives, regulations and programs. In 1973, the Commission opened a regional office in Windsor, Ontario, to assist in carrying out these duties. The Commission reports annually to the two governments on progress under the agreement, providing advice and recommendations; may publish any of its findings

## Great Lakes levels

The IJC presented a special report to the Canadian and U.S. Governments on June 28, 1973, recommending changes in the method of regulating outflows from Lake Superior. The Commission's proposal is designed to provide relief throughout the lower Great Lakes system during periods of high or low water, without causing undue detriment to Lake Superior interests. This is an interim recommendation only, pending a final report by the Commission on long-range possibilities for the regulation of levels and flows within the basin. At the end of the year, the two governments were in consultation on the decision that should be taken on the Commission's recommendation.



*Satellite-data receiver at Prince Albert, Sask.*



### West coast tankers

The transportation of oil by super-tankers from Alaska to refineries in the Puget Sound area of the west coast is a matter of great concern to Canada. The central issue is the threat posed to Canadian interests by the possible pollution of Canadian shores and waters. During a meeting in the U.S. Secretary of State in September at the United Nations, the Secretary of State for External Affairs described the intensity of Canadian concern and its causes. In December, the Trans-Alaska Pipeline System was authorized by Congress, with a provision for establishing a \$100-million fund to be used to compensate for damage caused by spills of Alaskan oil. In the light of this development, the Canadian Government formulated specific proposals to the United States designed to minimize the environmental risk posed by the current anticipated increase of tanker traffic on the west coast. These proposals subsequently were presented to the U.S. early in 1974.

### Oil-spills contingency plan

The hazards of oil spills have a special significance for Canada because of its vulnerability on the Great Lakes and on the west and east coasts. In recognition of the need for plans to counter pollution incidents, Canada and the United States held discussions to formulate a joint Canada-U.S. marine contingency plan. This plan will provide for a co-ordinated and integrated response to pollution incidents by federal, state, provincial and regional agencies of both countries. The plan was completed by the end of 1973, and awaited promulgation by the Canadian Ministry of Transport and the United States Coast Guard.

### Garrison Diversion Unit

The Garrison Diversion Unit in North Dakota has caused concern in Canada about the adverse effects this irrigation project may have on waters flowing across the international boundary into Manitoba. In October 1973, the Canadian Government sent a diplomatic note to the United States Government urging that the project be delayed until it could be demonstrated that there would be no consequences detrimental to Canadian interests. Canadian opposition was based on the terms of Article IV of the Boundary Waters Treaty of 1909, under which both countries pledged not to pollute the waters of the other to the injury of health or property. The United States has acknowledged the applicability of the Treaty to this case, thus recognizing for the first time that this provision provides protection against activities that are expected to result in pollution. Both sides agreed to enter into discussions in 1974 with a view to ensuring that Canadian rights and interests are protected.

### Skagit Valley

A subject of prime concern to the Canadian Government during 1973 was the expressed intention of the Seattle City Light Company to raise the height of Ross Dam in Washington State and flood land in the Skagit Valley of British Columbia. Opposition to this project by the federal and B.C. governments was reinforced by a unanimous resolution passed by the House of Commons in November.

*Viewing at Immerk, man-made island in the Beaufort Sea.*



# II Multilateral Activities

## Organizational

### The Commonwealth

During 1973 Canada's role as a member of the Commonwealth was dramatically demonstrated in August, when the Canadian Government was host to the Commonwealth Heads of Government Meeting in Ottawa. Months of extensive work by federal departments and agencies and by the Commonwealth Secretariat, co-ordinated by the

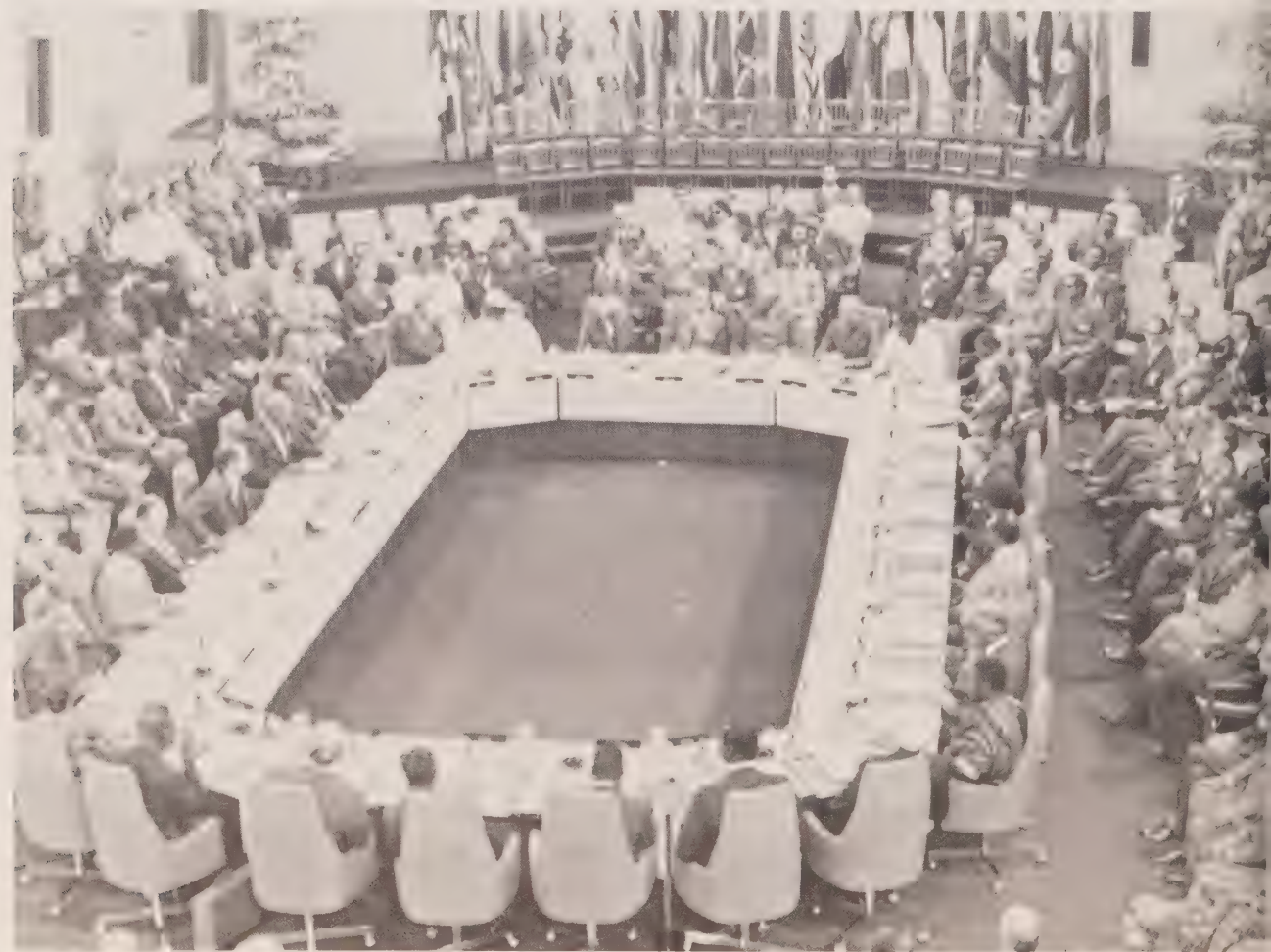
Department of External Affairs, were required to prepare for this event. In particular, there was intensive co-operation with the Prime Minister's Office. As host and chairman, the Prime Minister wrote his colleagues well in advance to invite them to the meeting and to solicit their views on procedures and agenda.

The Prime Minister's Special Assistant, Mr. Ivan Head, visited

all Commonwealth countries to discuss with each head of government the organization of the business of the meeting, the procedures to be followed and the major substantive issues. This was the first time that so thorough a canvassing of heads of government had preceded a Commonwealth meeting.

These visits did much to encourage the attendance of govern-

*In August, the leaders of 32 countries met in Ottawa for the first Commonwealth Heads of Government Conference ever held in C*



tal leaders at a meeting signed for their personal participation. It also meant that all those concerned arrived well prepared for the exchange of views on the decisions to be taken. This was the first meeting of Commonwealth government leaders in Canada, there was great determination to make it the best. There was a desire on the part of the Canadian Government, supported by other Commonwealth member governments and the Commonwealth Secretary-General, to have the proceedings take place in an atmosphere as informal and intimate as possible in order to enhance the opportunity for these leaders to hold discussions that would be both frank and constructive. It was generally agreed that the meeting succeeded on both counts.

Queen Elizabeth, as Head of the Commonwealth, and Prince Philip opened the opening week of the meeting. It was the first time the Queen had attended a Commonwealth heads of government meeting outside Britain, a meeting that focused additional national and international attention on the event and on the new decentralized character of the Commonwealth.

32 member countries were represented at the Ottawa meeting. Those few government leaders who were unable to attend were represented by senior ministers. The two newest members of the Association — Bangladesh and Guyana — were represented by their leaders, Prime Ministers Sheikh Mujibur Rahman and Norman O. Pindling.

### Discussion topics

Discussions ranged over a variety of topics of common interest, including political developments on the international scene, trade and monetary issues, development assistance, intra-Commonwealth relations, nuclear testing and the situations in Rhodesia and South Africa:

✓ (1) The Commonwealth leaders agreed to provide humanitarian assistance to the indigenous peoples of the territories in southern Africa engaged in the effort to achieve self-determination and independence.

(2) The delegates undertook to discuss comparative techniques of government, drawing on their practical experience.

(3) The meeting reviewed the arrangements for functional co-operation in the Commonwealth.

(4) Approval was given for the implementation of the Commonwealth Youth Program and for an increase in the budget of the Commonwealth Foundation.

(5) Proposals for a Commonwealth Development Bank or a Commonwealth Investment Corporation and for a Commonwealth Centre for Applied Studies in Government were referred to study groups for detailed examination of their feasibility.

(6) Prime Minister Trudeau announced to the meeting that Canada's contribution to the Commonwealth Fund for Technical Co-operation would be revised upwards to 200 per cent of the pledges made by the less-developed members of the association (up to \$3 million *per annum* for the first three years).

(7) Canada offered to more than double its contribution to the Commonwealth Foundation in 1976.

(8) Canada's continuing commitment to the Commonwealth was further emphasized by its offer to serve as host to the annual meetings of the finance ministers in 1974 and of the Commonwealth Parliamentary Association in 1977.

Participants were unanimous that the meeting had been a striking success. No one personality or country had dominated the proceedings; there had been a notable absence of prepared speeches and posturing, and problems had been dealt with by emphasizing the common elements in various positions and then moving forward from an accepted position. Government leaders were acutely aware that the Commonwealth was a growing concern and that it held the potential for even further reinforcement and extension of functional co-operation between member countries. As one prime minister put it, the heads of government, by exchanging views, had influenced each other and, thereby, the policies of their governments. ✓



### Other Commonwealth meetings

The Ottawa meeting was the most spectacular manifestation of Canadian participation in the Commonwealth, but it was only one of many governmental and non-governmental meetings attended by Canadian representatives. At the ministerial level, there were meetings on law, finance and youth affairs (the last of these laying the foundation for the Commonwealth Youth Program). There were also inter-governmental Commonwealth meetings to deal with such diverse areas as law, science, education, telecommunications and finance.

On the non-governmental plane, intra-Commonwealth gatherings were even more numerous and diverse in subject matter, covering fields such as education, architecture, engineering, mining and aeronautical research. The number of meetings and conferences held in the Commonwealth during the year thus reflected the association's value to its members and indicated the great scope for more extensive and varied contacts.

One of the most welcome developments regarding the Commonwealth in 1973 was that, as a result of efforts in a number of areas, with emphasis on the Ottawa Heads of Government Meeting, its image began to reflect more accurately the present realities of the association. The

old image of an Anglo-centric association with each member linked to Britain was replaced by that of an association with no centre and no predominant member. It was a year when Commonwealth governments recognized not only the limitations of the association but also its inherent potential for positive action.

As summed up in the final communiqué of the meeting itself, 1973 was both a year of assessment and a milestone for the future of the association:

"Heads of Government were convinced that the association had once again demonstrated its vitality and flexibility. They intend to make maximum use of the Commonwealth machinery to put the principles of the Commonwealth Declaration into practice and to accelerate the pace of social and economic development among the less affluent members."

## Defence relations

TO

Government's views on the North Atlantic Treaty Organization, particularly in the political and defence sectors, were outlined in the European sector paper of *Foreign Policy for Canadians*, published in 1970. The defence White Paper of August 1971 further defined the Government's position and

indicated its intentions with respect to Canada's military contributions to the alliance. In this White Paper, the Government "reaffirmed Canada's adherence to the concept of collective security, and announced that Canada would continue to station significant though reduced forces in Europe as part of the NATO integrated force structure . . . The decision reflected the Government's judgment that Cana-

dian security continues to be linked to West Europe and that Europe is still probably the most sensitive point in the East-West balance of power. It is the area from which any conflict, however limited, might most readily escalate into all-out nuclear war engulfing Canadian territory".

The encouraging results of West Germany's *Ostpolitik* and agreements reached between the

ATO Ministers in Brussels in December. (NATO Photo)



United States and the Soviet Union, including those on the limitation of strategic arms, were in large measure responsible for the success of initiatives toward political *détente* in 1973 and set the stage for participation by the NATO allies in the Conference on Security and Co-operation in Europe (CSCE) and talks on Mutual and Balanced Force Reductions (MBFR). Although these East-West talks are viewed as separate steps, both are closely related since it is hoped that the parallel negotiations involved will lead to further progress in *détente* and to a reduction of the military confrontation in Europe. Canada was a full participant in the conferences on these subjects convened in 1973. Throughout the talks, the North Atlantic Council and its committees have played a key role in developing and co-ordinating the views of individual NATO countries with respect to the principal problems under negotiation.

Throughout the year, Canada played a prominent role in the Alliance's continuing efforts to attain military stability and political *détente*, and to promote co-operation in many other fields among the NATO allies. The Secretary of State for External Affairs had earlier extended an invitation to the NATO Council to hold the plenary meeting of the NATO Committee on the Challenges of Modern Society in Canada. The plenary, held in Ottawa in April 1973, was the first to take place outside NATO headquarters in Brussels.

The "Year-of-Europe" initiative of the U.S. Secretary of State, Dr. Henry Kissinger, keyed by the suggestion of an Atlantic

Declaration, led to a lengthy debate among the NATO partners in 1973 in the pursuit of a redefinition of the principles and a further enunciation of the consultative mechanisms embodied in the spirit of the 1949 North Atlantic Treaty.

During the year, the NATO allies addressed themselves to the matter of "burden-sharing" and the possibility of joint programs to relieve the United States, particularly, of certain of the costs involved in stationing military forces in Europe. The collateral aspect of this subject, also addressed, was the general matter of equitable cost-sharing in NATO-related defence expenditures among the allies.

The Canadian Government considers that NATO continues to be a most useful international forum for exchanging and discussing the views of its various members through its structured organs, as well as in such adjunct bodies as the North Atlantic Assembly and the Atlantic Council of Canada. The Alliance allows, and obliges, Canada and the United States to take an active role in European affairs, and exemplifies the interdependency of Europe and the North American continent.

## North American defence co-operation

The Government's 1971 White Paper on defence stated that Canada's objective in North American defence co-operation was: "... to make, within the limits of our resources, an effective contribution to continued stability by assisting in the surveillance and warning systems and in the protection of the U.S. retaliatory capacity as necessary. Co-operation between Canada and the U.S. in the joint defence of North America is vital for sovereignty and security".

The primary emphasis in this co-operation lies in North American air defence and anti-submarine defence. Canada is a partner with the United States in the North American Air Defence System (NORAD). The Permanent Joint Board on Defence (PJBD), on which Canada and the United States are represented, is the principal consultative mechanism for Canada-U.S. defence co-operation. The Board's consultations should assist the Government in reaching a decision in 1975 on the renegotiation of the NORAD agreement, which will be examined at that time.

The Department co-ordinated the Canadian Government's examination of the future of the areas leased by the United States at Goose Bay, Labrador. The lease, originally scheduled to expire on December 5, 1972, was extended to June 30, 1973. Subsequently a new agreement was concluded with the United States whereby Canada acquired operational control over the facilities at the airport. Current discussions are being held with the United States



cerning a possible Canadian development adjacent to the .-leased naval station at entia, Newfoundland.

er matters of active interest ting to North American de- ce are the future closing of the g-Range Navigation (LORAN) ions in the Baffin Bay area the disposal of the Haines- banks oil pipeline. During 3, studies were undertaken to ermine whether the continued ration of the pipeline was erial to the current defence rests of North America and ained an economic proposi-. As an ongoing function, the artment co-ordinates Cana- n co-operation with the U.S. aining to the various research vities that assist in maintain- the defence preparedness of th America.

#### ence liaison

ddition to providing a senior cer to fill the post of Deputy- nmandant of the National ence College, the Department s advisory and administrative stance to the Department of onal Defence in its external ions falling outside the direct rests of NORAD and NATO. se include visits abroad by or National Defence person- naval visits, and overflights landings of Canadian military raft overseas, as well as the al World Field Study con- ted by the National Defence ege. Similarly, the Depart- t assisted in 1973 with visits anada by representatives of ous branches of the armed es of other countries.



*Canada provided logistics, communications and air support for new UNEF in the Middle East in October. Here jeeps arrive for desert duty. (Can. Forces Photo)*

## Peace-keeping

By the end of 1973 there were approximately 1,500 Canadian military personnel abroad involved in peacekeeping operations. Canada accepted requests to participate in two new peacekeeping operations in 1973: the International Commission of Control and Supervision (ICCS) in Viet-Nam and the United Nations Emergency Force (UNEF) in the Middle East. In the case of the ICCS, designed to supervise the negotiated cease-fire in Viet-Nam, Canada withdrew its participation on July 31, 1973, when it became clear that the conditions considered necessary to ensure a useful role by Canada were not being met.

The most recent Canadian participation commitment was to the United Nations Emergency Force (UNEF) in the Middle East, established in October 1973. The Force assists in facilitating conditions under which negotiations towards a settlement among the Middle East disputants can take place, and supervises the implementation of the cease-fire. UNEF is also required to use its best efforts to prevent a recurrence of fighting. Canada has an effective role to play in UNEF, with its contingent of more than 1000 men providing logistic, communications and air support for the international force. The continued effectiveness of UNEF will in part be determined by the acceptance and respect of the parties to the dispute for the terms of the cease-fire and the role of the Force.

In 1973, Canadian military personnel also continued to serve with the United Nations Truce

- Supervision Organization in the Middle East (UNTSO), the United Nations Military Observer Group
  - India-Pakistan (UNMOGIP) in Kashmir, and the United Nations Force in Cyprus (UNFICYP).
- Canada provided approximately 480 men to UNFICYP and was the second-largest troop contributor to that force. A continued United Nations presence in Cyprus in 1973 was considered necessary to assist in the maintenance of stability during inter-communal talks on the political situation on the island.



*Corporal W. A. Wright, 1st Battalion, Royal Canadian Regiment, meets Greek Cypriot during routine patrol. Canadians have served with UN forces in Cyprus since 1964. (Can. Forces Photo)*



### Military training assistance

Canada's modest military-training assistance program, instituted in response to requests from developing countries, was continued in 1973. Canada's armed forces are well suited to providing the impartial and professional assistance required by a number of developing countries that lack the facilities to conduct their own

programs in all fields of military training.

During 1973, two Canadian officers were employed in Tanzania as advisers to the Tanzanian People's Defence Force; one officer was stationed in Ghana as a training adviser; and two civilian Defence Research Board scientists were provided to Malaysia.

Under the program for training Canada, some 88 officers, officers cadets and non-commissioned officers from Cameroon, Ethiopia, Ghana, Jamaica, Kenya, Korea, Malaysia, Nigeria, Singapore, Tanzania and Zambia attended military courses at various Canadian Forces training-schools.

*Officer cadets graduate from CFB Chilliwack under Military Assistance Training Program. (Can. Forces Photo)*



## Francophonie

French-speaking Community, a cultural grouping of some 30 countries throughout the world, established the Agency for Cultural and Technical Co-operation in 1970 as a means of actively developing co-operation among member countries in the fields of education, culture, science and technology. Canada played a prominent role in the Agency in 1973 through its participation in the Programs Committee, the Administrative Council and the General Conference.

During the General Conference, the secretariat, which took office when the Agency came into existence, was replaced. Dankouo Dan Dicko, the former Minister of Education of Niger, was named Secretary-General, replacing Jean-Marc Léger, whose term was expiring, and a Canadian, Claude Roquet, Director General of the Department's Bureau of Co-ordination, was elected to one of the four Assistant Secretary-General positions.

The 1973 General Conference of the Agency for Cultural and Technical Co-operation for French-speaking Countries was held in Belgium. The conference was the highlight of a festival at which the member countries were the guests of the City of Liège.

The invitation to hold the 1973 Conference in Brussels and Liège, which Belgium extended to the member countries in 1971, led to the development of "le Mois de la Francité". The citizens of Liège hosted the French-speaking countries to hold their meetings during a month-long series of events, including academic seminars, exhibitions, a young people's

drama festival and public dances. Canada participated in this undertaking in several ways. The Government of Canada and the governments of Quebec, Ontario, Manitoba and New Brunswick in turn organized presentations dealing with the principal economic, social and cultural aspects of the country.

One of the Agency's most noteworthy achievements in the field of teaching is l'Ecole internationale de Bordeaux, which comprises a training centre in modern management techniques and a centre for initiation into the problems of the Third World. A practical training course is offered in Canada every year for African and European students, and in Europe for Canadians.

In addition, Canada follows the example of other Agency countries extending an annual welcome to visiting youth groups from various member countries. In 1973, under the theme of socio-cultural recreation, Canada was host to some socio-cultural "animators" from France and the French West Indies, Ivory Coast, Niger, Lebanon and Mali.

✱ The Program of Scientific and Technical Information is one that Canada considers particularly important. Its purpose is to provide for faster dissemination of scientific information among the Agency's members, and particularly among their research institutions and official services.

Canada undertook to act as host to the International Youth Festival organized by the Agency, which was to take place in Quebec City from August 13 to 24, 1974. This original artistic and sports festival would serve, it was hoped, to

place the French-speaking Community on display in all the richness and diversity of its various cultures.

Particular mention should be made of a Canadian proposal put forward by Gérard Pelletier, Minister of Communications and chairman of the Canadian delegation, and approved by the General Conference, which could lay the groundwork for a new Agency program of great interest to Canada. The proposal relates to the fields of communications and the transmission of information by the press and news agencies, radio, television and film, books and periodicals. It envisages as a first objective a review of current arrangements for the exchange of information among French-speaking countries, and thereafter the development of new or improved channels to facilitate and increase the flow of information of mutual interest.

In addition to the Agency for Cultural and Technical Co-operation, the Canadian Government continued its active participation in two other international French-speaking associations — namely, the Conference of Ministers of Education of French-speaking Countries, held in Paris in 1973, and the Conference of Youth and Sports Ministers in Abidjan. Canada will be host to this latter conference when it is held in Montebello in August 1974, just prior to the International Youth Festival.

As part of this conference, a seminar on local, regional and national athletic sports events was held in Quebec City in May 1973, attended by 20 delegates who were for the most part youth

and sports directors in their respective countries. At the end of the seminar they were invited by the Federal Government to visit Montreal, Ottawa and Toronto.

Within the framework of the Agency and in other intergovernmental activities, the Department maintains liaison with Quebec, which has been a participating government in the Agency's institutions, activities and programs since 1971, and also with the governments of New Brunswick, Ontario and Manitoba, in all matters pertaining to the development of Canada's policy with respect to the French-speaking community and Canada's participation in meetings and conferences organized under its auspices.

In the non-governmental area, there are numerous organizations at work within the French-speaking community to which the Department lends its support. Prominent among these are the Association of Partly or Wholly French-speaking Universities, the International Council of the French Language, the French-language International Law Institute, the International Association for Francophone Solidarity, the International Association of French-language Parliamentarians and the Council on French life in America.

With respect to the first three organizations, the Department's support takes the form of annual subsidies. In the case of most of the other associations, the Department contributes towards the participation of Canadian representatives in conferences, symposiums and seminars. The Canadian delegation to the last

conference of the Agency for Cultural and Technical Co-operation was gratified that the Agency's Advisory Council admitted two private international organizations from Canada whose candidacy had sponsored —the Council on French Life in America and the Richelieu International.



*Canada Day reception at Liège City Hall. L. to r. Mrs. J. M. Simard, Jean-Maurice Simard, New Brunswick minister of finance, S.E.M. Jules Leger, Canadian Ambassador to Brussels. (Robyns Photo)*



## United Nations

The United Nations, involved in activities across the broad spectrum of human endeavour, has become a centre for harmonizing actions of nations directed toward the maintaining of international peace and security, the reviving of international economic, social, cultural and humanitarian problems, and the promoting of respect for human rights and fundamental freedoms. Canada, an original member of the world body, has chosen to contribute to international co-operation in effective but extensive fields of endeavour that touch almost every aspect of the United Nations presence in the world today.

In 1973 the United Nations continued its varied work amidst attempts at super-power *détente*, conflict and war in the Middle East and the growing social and economic problems of famine, the environment and the energy crisis. The world's oil situation was reflected in the increased importance of the Arab states at the twenty-eighth session of the General Assembly, a session that played a substantial role in global questions such as the environment, population, natural resources, development-planning and the extension of international law.

An important step toward universality was taken in the admission of the Federal Republic of Germany, the German Democratic Republic and the Bahamas to the United Nations. Canada warmly welcomed this development in the belief that the United Nations was continued to become more representative of the world's nations, giving greater promise to the aspirations of the United

Nations Charter and to what the late Lester B. Pearson called "our best hope for world peace".

No attempt to chronicle the achievements of the UN organization or Canada's efforts in support of those achievements in the context of the *Annual Review* can be comprehensive. The focus in this section, therefore, is upon those areas of major concern to

Canada. A number of UN matters are, however, dealt with in other sections throughout the *Review*: Law of the Sea questions, UNESCO and UNCTAD, for example, are discussed under their own headings. A fuller appreciation of Canada's involvement in the UN in 1973 will be provided by other chapters, particularly those concerning Canada's multi-lateral activities.

Secretary of State for External Affairs Mitchell Sharp and UN Secretary-General Kurt Waldheim at UN Headquarters in New York in September. (UN Photo/Chen)



### Political and security questions

✓ Canada took a number of steps intended to emphasize concern over the lack of movement on the question of decolonization, particularly in southern Africa. In this September 25th address to the General Assembly, Mr. Sharp said:

"In parts of southern Africa, minority regimes still deny man's basic rights through stubborn opposition to his efforts to achieve equality. Canada recognizes the legitimacy of the struggle to win full human rights and self-determination in southern Africa and is studying ways to broaden its humanitarian support for those engaged in these efforts. The most effective way to mark this anniversary will be for each nation to redouble its concern to extend human rights to all its people."

To emphasize its commitment to the "Spirit of Ottawa" embodied in the Commonwealth Conference of 1973, and equally to mark the anniversary of the Universal Declaration of Human Rights, Canada again supported the decolonization resolution calling for an end to colonialism. It also supported a resolution calling on the various bodies of the UN system to extend all possible moral and humanitarian assistance to the peoples of the African colonies. At the same time, the Canadian delegate on the Trusteeship (Decolonization) Committee announced that, subject to Parliamentary approval, Canada would contribute \$175,000 to the UN Education and Training Program for Southern Africa (UNETPSA), thus becoming the largest contributor.

The twenty-eighth General Assembly was faced with a potentially acrimonious debate on Korean membership. In the end, however, it was agreed that the UN Commission for the Unification and Rehabilitation of Korea should be abolished. Both Koreas were encouraged to continue their dialogue and widen their many-sided exchanges and co-operation so as to expedite the independent, peaceful reunification of the country.

An equally divisive item, entitled "Restoration of the lawful rights of the Royal Government of National Union of Cambodia (GRUNK) in the United Nations", was the subject of intense lobbying and contentious debate. The Assembly was unable to reach consensus on the Cambodian item and it was decided, with Canadian support, to defer further debate on the item and on resolution of the question to the nineteenth session of the General Assembly.

### Middle East

✓ For the fourth time since its inception, the United Nations asked to become involved in mediating one of the world's most explosive and persistent international crises. The long-standing Arab-Israeli confrontation again produced armed conflict, on October 5, 1973. The situation was completely different from the October 1956 hostilities. In 1956 for political reasons, the Security Council was unable to take effective action and the issue was instead taken up by the General Assembly on the basis of the "Uniting-for-Peace" Resolution. In 1973 no action of that type was politically feasible. Nor was the Security Council in a position to take effective action at the outbreak of hostilities. It was not until almost more than two weeks of fighting when the Soviet Union and the United States agreed to co-sponsor a Council resolution calling for a cease-fire, that it was able to do so. The day following its adoption, this resolution was implemented in part, through dispatch of observers by the Secretary-General drawn from UNTSO SUEZ to observe the cease-fire. This temporary measure was quickly followed by the establishment of UNEF II, a peacekeeping force composed of personnel drawn from member states of the UN but explicitly excluding the permanent members of the Security Council.

## Peace-keeping

The Security Council resolution establishing UNEF II reflects a significant development in United Nations peacekeeping efforts. In resolution 340, the Security Council decided "to set up immediately under its authority a United Nations Emergency Force . . . ." and requested the Secretary-General "to report to the Council on an urgent and continuing basis". This represented a considerable narrowing of the divergence of views on Council control and on the discretion allowed to the Secretary-General in the implementation of a peacekeeping mandate. The introduction of these terms of reference averted the criticism levelled at the wide discretion and relative independence of the Secretary-General allowed to both UNEF I and the United Nations Force in the Congo.

A signal feature of the new force, the "equitable geographic representation" insisted upon by the Soviet Union, resulted in Canada sharing the logistics role with Poland. The principle of balanced composition may figure increasingly in the establishment of any future peacekeeping force.

Representing a major force contributor, the Canadian delegation at the twenty-eighth session played an active part in establishing new procedures regarding assessments for UNEF II. After lengthy negotiations, a draft resolution, co-sponsored by Canada, was adopted almost unanimously.

The General Assembly requested the Secretary-General to establish a special account for UNEF II and a scale of assessments that would place the heaviest cost burden on the five permanent members of the Security Council and, in decreasing proportion, on the economically-developed and economically less-developed member states. This is an *ad hoc* arrangement, and without prejudice to the positions of principle taken by member states regarding the financing of peace-keeping by arrangements.

Canada has from the beginning supported every UN military mediation operation. Of these, the UN presence in Cyprus since 1964 represents the most sustained attempt at peace-keeping by the UN. Further details on Canada's contribution to UN peace-keeping are contained in the section of this publication dealing with defence relations ✓

## Economic and social questions

Canada became a member of the Economic and Social Council (ECOSOC) in 1973 when the amendment to the UN Charter enlarging the Council from 27 to 54 members was ratified and took effect. Mr. N. F. H. Berlis was appointed Canada's representative. This first term of membership is one year. Canada had for the previous two years been an active member of ECOSOC's sessional committees, and had thus attended the sessions of ECOSOC in 1973, though without the right to vote in plenary.

One of the major tasks of ECOSOC during 1973 was the continuing review of its role as the major UN body concerned with economic and social matters, with responsibility for the co-ordination of all UN activity in these areas. While it was unable to agree on measures to reduce the number of its subsidiary bodies, the Council did decide at its fifth session a basic reorientation of its work.

Every second year, ECOSOC will concentrate on the International Development Strategy, primarily through review and appraisal. The Committee on Review and Appraisal made its first biennial assessment of progress in meeting the goals of the Second Development Decade at the fifty-fifth session of ECOSOC. The Canadian delegation played a leading role in attempting to ensure a balanced presentation for consideration by the Second Committee of the General Assembly.

In alternate years, the Council decided to concentrate on examining problems and areas of significance for development and international co-operation. At the same interval, the Council is also to carry out a comprehensive policy review of operational activities throughout the UN system.



### Range of memberships

Besides becoming a member of ECOSOC itself, Canada holds membership in a number of its important subsidiary or related bodies: the Economic Commission for Europe (to which Canada was elected at the fifty-fifth session), the Economic Commission for Latin America, the Committee on Natural Resources, the Committee on Science and Technology for Development, the Committee on Review and Appraisal, the Commission on the Status of Women, and the Commission on Narcotic Drugs. In 1973 Canada was also elected to the Statistical Commission and to the Committee on Housing, Building and Planning. Canadians serve in their personal capacity on the Advisory Committee on the Application of Science and Technology to Development (Mr. L. Rousseau), the Committee on the Elimination of Racial Discrimination (Prof. R. St. John MacDonald), and the International Narcotics Control Board (Mr. Ross Chapman was elected at the fifty-fourth session of ECOSOC).

### Drug-abuse control

The Commission on Narcotic Drugs met in Geneva in January 1973. One of the major items on its agenda was the reorganization of the United Nations Fund for Drug Abuse Control (UNFDAC), which reports to the Commission (Canada's contribution to UNFDAC for the 1973-74 period was \$200,000). Canada reported at the meeting on the actions it was taking to control the use and illicit traffic of narcotic drugs.

### Status of women

In January 1973 Mrs. Rita Cadieux was nominated as Canada's representative to the Commission on the Status of Women, to which Canada was re-elected in 1972 for a four-year term. Meetings are every two years, with the twenty-fifth session in New York in January 1974. During 1973 Canada prepared a number of studies and transmitted them to the United Nations in preparation for the Commission meeting in 1974.

Canada also serves as one of nine members on the Working Group on a New Draft Instrument or Instruments of International Law to Eliminate Discrimination Against Women. In July 1973, an Interdepartmental Committee co-chaired by officials of the Privy Council Office and the Department of External Affairs was established to plan for International Women's Year in 1975.

### Crime prevention and control

A major focus of Canada's interest in the international co-ordination of social development is in preparation for the fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held in Toronto from September 1 to 25, 1975. The theme for the Congress will be "Crime prevention and control — the challenge of the last quarter". During 1973 the Canadian organizing committee worked in consultation with officials of the United Nations Secretariat to lay the groundwork for the Congress.

### Human rights

In 1973, the twenty-fifth anniversary of the Universal Declaration of Human Rights was celebrated throughout Canada and marked the beginning of the "Decade of Action to Combat Racism and Racial Discrimination". Provincial and voluntary organizations held workshops, dinners, conferences and meetings to celebrate the anniversary and discuss the Decade. The consultations of the Department of the Secretary of State on the anniversary and the Decade culminated in a meeting with 40 Canadians prominent in the field of human rights, held in Ottawa on May 3, 1973. On the non-governmental side, a Canadian chapter of Amnesty International was founded in 1973, under the leadership of Prof. J. P. Humphrey, who served as Director of the Division of Human Rights of the UN Secretariat from 1946 to 1966.

### Specialized Agencies

Canada played an active role in the work of the Specialized Agencies of the UN in 1973. The activities of the Agencies do not often attract the attention of the general public because a large part of their work is with continuing programs of economic, social and technical aid and co-operation, where striking signs of progress are not always immediately apparent. The following summary highlights only a few of Canada's activities in the Agencies during 1973.

The fifty-eighth Conference of the International Labour Organization (ILO) was held in Geneva from June 6 to 28, 1973. This was the first such meeting in the ILO's new headquarters building, to which Canada had donated an



Canadian John Peter Humphrey, a former director of the UN Division of Human Rights, addresses a special meeting of the General Assembly commemorating the 25th Anniversary of the Universal Declaration of Human Rights. (UN Photo/Chen)

Canadian Joseph Morris (third from right) was elected chairman of the International Trade Union Conference against Apartheid, convened in Geneva in June. (UN Photo)





illuminated conference-room ceiling. John Mainwaring of Canada served as Chairman of the Governing Body of the ILO until his one-year term ended in July 1973. Canada, as a State of Chief Industrial Importance, is a government member of the Governing Body; in 1973 Mr. Joseph Morris, a Canadian, was Chairman of the Workers' Group. The Canadian Government representative to the Governing Body in 1973 chaired a working group on general conditions of work. Canada also initiated a proposal to bring the ILO financial assessment system into harmony with that of the UN.

The twentieth (extraordinary) Assembly of the International Civil Aviation Organization (ICAO) was held in Rome from August 28 to September 21, 1973. The proceedings and results are detailed under the heading "International Law".

Agriculture Minister Eugene Whelan led the Canadian delegation to the seventeenth General Conference of the Food and Agriculture Organization (FAO) in November 1973. Dr. D. S. Chapman of the Department of National Health and Welfare was one of three Vice-Chairmen of the joint FAO-WHO Food Standards Program in 1973.

Canada was re-elected to the Administrative Council of the International Telecommunication Union (ITU) at its plenipotentiary conference in Malaga, Terremolinos (Spain) in September-October 1973.

The twenty-fifth anniversary of the founding of the World Health Organization (WHO) was celebrated in 1973. To mark the anniversary, at the twenty-sixth World Health Assembly, held in Geneva from May 7 to 25, Canada presented to the Organization a portrait of Dr. Brock Chisholm, the Canadian who had been its first Director-General. The presentation was made by Canada's former Senior Medical Officer, Dr. Basil Layton, who opened the Assembly in his capacity as outgoing Chairman of the twenty-fifth World Health Assembly.

#### UN administrative matters

For the first time in the 28-year history of the United Nations, the Secretary-General presented his program and budget in a single document, designed to cover a two-year period, together with the adoption of a biennial budget cycle to permit a better appreciation of the structure and functions of the organization. The General Assembly approved the budget and thereby appropriated \$540,473,000 (U.S.) for the United Nations regular budget for the biennium 1974-1975.

Chinese became a working language of the General Assembly and the Security Council, having previously been an official language only. The use of Arabic as an official and working language in the General Assembly, the Security Council and all main Committees was also approved. As an interesting precedent, the group of Arab states agreed to finance the cost of inclusion of their language in the United Nations for a period of three years.

#### United Nations University

At the twenty-seventh General Assembly, a Founding Committee that included Dr. Roger Gaudry, Rector of the University of Montreal and Chairman of the Science Council of Canada, was established to further define the principles and objectives of the United Nations University, as well as to draft its Charter. The Committee's draft was presented to the twenty-eighth UN General Assembly. In a nearly unanimous vote on December 6, 1973, the Charter was accepted by the General Assembly with the stipulation that its provisions would be reviewed in two years at the thirtieth General Assembly. It was further decided that the University Centre should be located in Tokyo; this resulted from the offer of the Government of Japan to provide a sum of \$100 million to an endowment fund that would finance some of the university's activities.



# Functional

## Arms control and disarmament

Canada's active participation in international discussions and negotiations on arms control and disarmament is closely linked, in functional-security terms, to its defence arrangements. Arms-control agreements are a vital factor in slowing the arms race and thereby reducing the risk of war.

From the Canadian view, progress toward the ultimate goal of general and complete disarmament depends on the step-by-step solution of problems causing international tension and on achieving effective international control of the implementation of arms-control treaties. As a leading industrial nation with particular competence in the field of nuclear technology, Canada is in a position to make a distinctive contribution to international disarmament efforts and has participated in the work of every body concerned with disarmament since the organization was founded in 1945.

Multilateral discussions relating to arms control take place in a number of forums, but are conducted regularly in the Conference of the Committee on Disarmament (CCD), of which Canada is a member. Meeting in Geneva, the Conference has negotiated several far-reaching arms-control agreements since its inception (as the Eighteen-Nation Disarmament Committee) in 1961. Though not strictly speaking a United Nations body, the CCD reports to the United Nations General Assembly, and its deliberations and proposals provide a large part of the material considered by the Assembly in its disarmament debates.

### Nuclear testing

In 1973, activity in the CCD and in the UNGA First Committee, which has responsibility for disarmament questions, continued to centre on the cessation of nuclear testing and the elimination of chemical weapons. In its present form, the nuclear-testing issue has been before the UNGA and the CCD since 1973, when the Partial Test Ban Treaty was signed. This treaty prohibits nuclear tests in the atmosphere, in outer space and under water. The ban does not apply, however, to underground tests, and this shortcoming has enabled the U.S.S.R. and the U.S.A. to continue active nuclear-weapons test programs, although these must all be carried out below the earth's surface. Moreover, neither France nor China has adhered to the treaty, and both continue to test in the atmosphere.

Parties to the Partial Test Ban Treaty undertook, under its terms, to continue negotiations towards "the discontinuance of all test explosions of nuclear weapons for all time", and the achievement of an underground test ban has, accordingly, been a main objective of the CCD. The two super-powers have declared that they share this objective, but their positions differ sharply on what would constitute adequate verification of an underground test ban. The United States contends that obligatory on-site inspections are needed to clarify ambiguous seismic disturbances that cannot be classified either as earthquakes or tests by teleseismological means alone. For its part, the

Soviet Union holds that on-site inspections are unnecessary and unacceptable. During 1973, neither departed in any significant way from the position taken in 1963, and the CCD has accordingly made no progress towards an underground test ban.

The initiative has thus been left to smaller powers. Canada, for its part, has tried to stimulate the resumption of active negotiations on an underground test ban: ✓

- (1) by urging the super-powers to adopt more flexible positions;
- (2) by proposing interim measures that would lead to a reduction in testing;
- (3) through contributions to scientific knowledge in the area of seismology, with a view to reducing the verification problem.

During the course of the year, Canada tabled in the CCD a working paper on the verification of a comprehensive test ban by seismological means.

Canadian policy in this regard was reflected in UNGA Resolution No. 3078B, the adoption of which Canada, with 20 other co-sponsors, was active in promoting. The resolution expressed the deep concern of the world body at the continuance of nuclear tests, both in the atmosphere and underground. It called on nuclear-weapons states to seek the end of such tests; insisted that atmospheric tests discontinue forthwith; urged states that had not done so to adhere to the partial test ban; urged the members of the CCD to negotiate a treaty providing for a comprehensive test ban; and requested the CCD to continue its deliberations on such a treaty.

## Chemical and biological weapons

The use of chemical and biological weapons is prohibited by the Geneva Protocol of 1925, but some military powers have, nonetheless, continued to develop, produce and stockpile chemical weapons in particular. The Protocol was reinforced in 1972 by the negotiation of a treaty on the elimination of biological weapons in the CCD. While the treaty has been signed and ratified by a significant number of states, it has not yet entered into force. Discussions have continued in the CCD on the contents of a parallel treaty that would prohibit the development, production and stockpiling of chemical weapons. Progress on this issue has been slow, owing in part to the difficulty of devising adequate verification procedures that would be politically acceptable to all parties; there are also problems in defining substances that would be banned and in determining with precision the nature of activities falling within the treaty's scope. The CCD continued in 1973 its useful examination of the question, considering in particular a number of its technical aspects. The delegation of Japan introduced a working paper that outlined a possible formula whereby a comprehensive prohibition of chemical weapons could be negotiated in phases. Canada presented a working paper on the problem of the definition of chemical substances that might be covered by treaty and participated actively in an informal meeting of government experts on the subject of chemical weapons, convened by the CCD.

At the twenty-eighth UNGA, Canada was active in obtaining approval for a resolution reaffirming the objective of prohibiting chemical warfare, urging governments to work toward this goal, requesting the CCD to continue its efforts in this regard and calling for the widest possible adherence to the treaty on bacteriological weapons.

## Strategic Arms Limitation Talks (SALT)

In 1972, the United States and the U.S.S.R. concluded a series of agreements on the limitation of strategic arms. Late in that year, they resumed discussions with a view to conclusion of a second phase of agreements. This discussion continued throughout 1973.

The U.S. has followed the practice of consulting its NATO allies on the substance of SALT. These consultations have afforded Canada an opportunity to make known its views on the negotiations, which, though bilateral in form, concern the security of the international community as a whole.

## Mutual and Balanced Force Reduction (MBFR)

With the improvement of the political climate in Europe, the Atlantic Alliance has taken the position that a reduction in the level of armed confrontation in Central Europe between the two military alliances could increase international stability and would constitute a test of the willingness of the NATO and Warsaw Pact countries to proceed further in the direction of lasting *détente*.

Canada has been a steadfast advocate of MBFR within the Atlantic Alliance and has played a significant role in the formulation of Alliance policy in this area. Canadian interest in MBFR results from a general desire to increase world security through a reduction of tension inherent in armed confrontation, as well as from a recognition that the security of Canada is inseparable from that of Western Europe. However, Canada recognizes that, to be successful, force reductions in Europe (as in all successful armaments-control agreements) must avoid having a destabilizing effect, and must, therefore, be carried out in such a way that they will not operate to the detriment of the security of any country.

The Conference on the Mutual Reduction of Forces and Armaments and Associated Measures in Central Europe opened in Vienna on October 30, 1973. The direct participants on the NATO side are Canada, the United States, Britain, the Federal Republic of Germany, Belgium, the Netherlands and Luxembourg. Warsaw Pact direct participants are the Soviet Union, Poland, Czechoslovakia and the German Democratic Republic. In November 1973, both NATO and the Warsaw Pact tabled proposals that, not unexpectedly, proved to be markedly different in their approaches to the reduction of forces in Central Europe. The negotiations are expected to continue for an extended period.

## Economic affairs

ersification of Canada's foreign economic relations remained a prime objective of its foreign policy during 1973. Consistent with Canada's policy of seeking freer access for its goods and facilitating international trade in general, it participated in negotiations under the aegis of the International Monetary Fund and the General Agreement on Tariffs and Trade (GATT) with the aim of helping to secure a stable commercial and monetary environment. Great attention was paid to the need to implement long-term policies designed to help the domestic economy face the challenges of a world trade and payments system.

Two successive rounds of bilateral consultations held between officials of the Canadian Government and the European Community enabled both sides to get a clearer picture of each other's policies. The consequences of recent developments, as well as various policies for a bilateral relationship, were areas discussed in the talks. The second round of consultations was highlighted by the official visit of Sir Christopher Pym, the British Commissioner for External Affairs. With Canadian ministers, steps were explored that might broaden and deepen the relation between Canada and the European Community. Canada became a full member of the Economic Commission for Europe, thus providing an opportunity to further itself in the ECE's work in trade facilitation and to discuss with the Western European countries advances in the science, technology and environmental problem solving.

Following the publication of the "Tokyo Declaration", members of the GATT began preparations for the 1974 "Tokyo Round" of negotiations, in which discussion of reciprocity and mutual advantage for all will take place. The views of all Canadian interests with respect to Canada's participation in the new trade negotiations will be received by the new Canadian Trade and Tariffs Committee, which was announced in November.

Negotiations on monetary reform in international currency markets made headway under the aegis of the Committee of Twenty of the IMF. In the search for an equitable and effective exchange system, Canada's concern was to see a system established that was compatible with the trade and other obligations of individual countries. A central concern at the end of 1973 was the pressure on the payment system, which had been generated by abrupt changes in the prices of certain basic commodities, notably petroleum. A prime objective of Canadian policy at that time was to ensure that the national measures taken to deal with the resulting balance-of-payments deficit would not jeopardize the international trade and payments system.

Domestically, the evolution of Canadian policy in the resources and investment fields resulted in the publication of *Mineral Policy Objectives for Canada*, and the creation of the Foreign Investment Review Act.

Canadian representatives to the Organization for Economic Co-operation and Development (OECD) and to the Economic and Social Council of the United Nations participated actively in discussions on questions of international investment and the role of multinational corporations.

## Energy

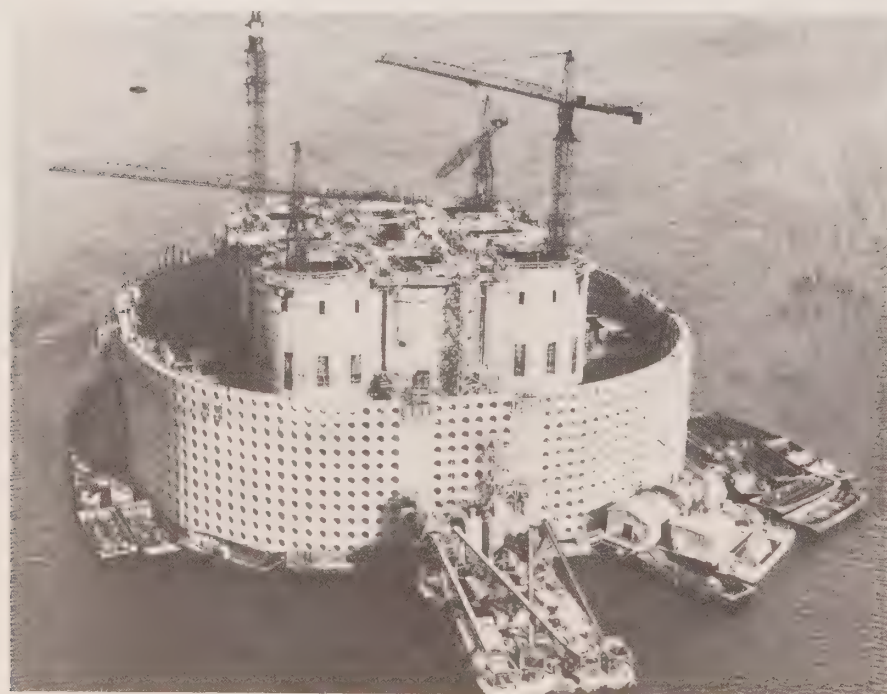
A position of considerable international interest and activity was assumed by energy, particularly in the light of rapidly rising oil prices and the supply problems experienced towards the end of 1973. Canada is in a unique position as regards energy supplies, being an exporter of oil, uranium and coal and an importer of both oil and coal on a large scale. International events naturally have considerable bearing on the development of Canadian policies, and this was certainly the case in 1973, as a number of domestic decisions on energy policy began to be taken as a result both of the policy review initiated in the previous year and of international events.

Canada participated in a large number of discussions on the energy situation, both bilaterally and in multilateral forums, including the OECD, the United Nations and NATO. In a rapidly-changing situation, where supply patterns were quickly being altered and increasing oil prices gave rise to considerable thought about alternative forms of energy, it was important that Canada should seek to protect its domestic requirements and to foster among its trading partners a realistic appreciation of the extent of Canadian energy resources. At the same time, Canada remained willing to co-operate with other



✓ countries in the development of those resources in energy research, in the development of measures designed to ensure the stability of energy supplies at fair prices, and in seeking arrangements satisfactory to both producers and consumers of energy resources.

*One of the world's largest artificial oil-storage islands — based on a National Research Council of Canada invention, the Jarlan perforated breakwater — was installed in the oil-rich Ekofisk area of the North Sea.*



## Nuclear relations

The great success of the Canadian domestic nuclear-power program contributed to an ever-growing international interest in the CANDU system; this led, in turn, to contacts with a number of countries.

As one of the countries most advanced in applying nuclear power to generate electricity and for commercial uses in health and agriculture, Canada has continued to support the efforts of the international community to foster the orderly growth of nuclear power for development purposes in such forums as the International Atomic Energy Agency. Canada has also participated in scientific exchanges in the nuclear field on the multi-lateral and bilateral levels, and has taken part in many international technical symposia and conferences.

## Transport

In 1973 the Canadian Government continued to play an active part in international organizations concerned with passenger and cargo transportation across borders and overseas, to conclude arrangements with other nations to expand Canada's transport opportunities, and to exchange information with other countries in the areas of transport technology and management.

In urban transportation, information was gathered throughout the world as background material for Canadian studies. In maritime regulation, Canada again played an active role in the Intergovernmental Maritime Consultative Organization (IMCO) and was once more elected by heavy majorities to the Council and Maritime Safety Committee of this Organization.

A Canadian delegation took part in the first session of the United Nations Conference on Trade and Development (UNCTAD) meeting on national control of international shipping cartels; and Canada has also taken a position of leadership (in conjunction with the United States, Australia and New Zealand) in UN discussions on "containerized" and other forms of cargo shipment by multimodal modes of transport.

## Air relations with other countries

During 1973, Canada concluded new air agreements with Germany and China. Negotiations were successfully concluded with the U.S. on preclearance, charter routes, and with Fiji for a new agreement. The first rounds of negotiations were held with the Netherlands and Japan.

## Telecommunications

The integration of countries brought about by international telecommunications continued to be actively supported by Canada. Canadian delegations participated in international conferences devoted to this field, including the Plenipotentiary Conference of the International Telecommunication Union at Torremolinos, Spain, in September, which reviewed the role, objectives, functions and structure of the ITU.

The Canadian Government also participated in: discussions on drafting a headquarters agreement in Washington for the International Telecommunications Satellite Organization (INTELSAT); discussions with various countries concerning reciprocal amateur-radio operating agreements; discussions with the U.S. Federal Aviation Administration and the European Space Research Organization on the development of a joint Aeronautical Satellite Evaluation Program; meetings of a panel of experts, held under the auspices of IMCO, to prepare for a 1975 Diplomatic Conference on an International Maritime Satellite System.

## Development assistance

The development-assistance program, a fundamental element in Canada's relations with the developing world, continued on an upward curve in the fiscal year 1973-74. Funds allocated under this program totalled \$565 million, compared to \$491 million in the previous year. Disbursements deriving in part from past allocations reached \$585 million. Over one-quarter of this volume was channelled through multi-

lateral institutions such as the World Bank, regional development banks, the UNDP, and the World Food Program.

✓ The focus of the bilateral program continued to be on the poor countries of Asia, Africa, the Caribbean and Latin America, in conformity with the conviction of most Canadians that they could not create a truly just society within Canada if they were not

prepared to play their part in the creation of a more just world society.

Canada was among the countries to respond quickly and generously to the plight of the Sahelian countries facing famine after years of recurring drought. During 1973, over \$10 million in emergency aid was given to those six countries and to Ethiopia. This aid was made up largely of food

*Canadian grain being unloaded in drought-stricken Sahelian Zone of Africa.  
(Can. Forces Photo)*





*Sabelians distribute much-needed Canadian grain in drought-stricken area.  
(Can. Forces Photo)*





*Two projects dealing with reforestation in the Sahelian region receive Canadian support. This is the Acacia tree nursery in M'Bidi, Senegal. (IDRC photo/J. Steckle)*

ements, and also included an  
lift and the supply of trucks.  
ere are plans to increase con-  
siderably Canadian budgets for  
emergency aid to that area.

While the administration of the  
Canadian development program is  
primarily the responsibility of  
the Canadian International Devel-  
opment Agency, a separate  
organization under the Secretary  
of State for External Affairs, the  
Department worked closely with  
and other government depart-  
ments, elaborating policy and  
ensuring co-ordination with other  
Canadian foreign policy interests.  
The Department also made avail-  
able additional manpower re-  
sources at Canadian posts in  
developing countries to share in  
the responsibility for administer-  
ing the program.

The massive rise in the price of  
oil and other essential imports,  
including foodgrains, which oc-  
curred in the latter half of 1973,  
seriously affected the economic  
prospects of a number of poor  
developing countries. Canada,  
with other members of the world  
community, sought ways of alle-  
viating the economic problems of  
these countries in the short and  
long term. The Department be-  
came actively engaged in prepara-  
tions for a \$100-million program  
of emergency aid for the devel-  
oping countries most severely  
affected.

Canada was also active during the  
year in international negotiations  
for securing a \$1.5-billion replen-  
ishment of the funds of the  
International Development Asso-  
ciation, an affiliate of the World  
Bank, which lends money to the  
poorer developing countries on  
concessional terms they can



afford. Preparations have been made for the advance payment if required of Canada's commitment of \$276 million to the fourth replenishment of IDA.

### Canadian economic relations with developing countries

Non-aid activities relevant to Canada's Development Assistance Program also received considerable attention. The Department laid the groundwork for Canada's system of generalized tariff preferences in favour of developing countries, scheduled to take effect July 1, 1974. This system provided improved access to the Canadian market for a wide range of manufactured goods and selected agricultural products.

It was agreed that, in 1974, Canada would make an initial contribution of \$300,000 to the International Trade Centre in Geneva. This body, sponsored jointly by the General Agreement on Tariffs and Trade (GATT) and the United Nations Committee on Trade and Development (UNCTAD), provides technical assistance to developing countries to assist them in promoting their exports.

Canada's interest in the prices and terms of access for commodities from developing countries was demonstrated by its participation in a series of UNCTAD-FAO (Food and Agriculture Organization) commodity consultations during the year. In addition, following negotiations as an importer, Canada participated in the International Sugar Agreement, scheduled to come into effect at the beginning of 1974.

Canada was also an active member of a working group under UNCTAD to draft a Charter of Economic Rights and Duties of States, which, when eventually agreed on, should stand alongside the Declaration on Human Rights as one of the basic instruments of the United Nations.

### Science and environment

The Department of External Affairs created the Scientific Relations and Environmental Problems Division in 1970 to meet the demands created by Canada's new emphasis on international co-operation in science and technology and concerning the environment. The new division permitted better co-ordination of Canadian international activities in these two major fields of responsibility. This has necessitated maintaining close relations with other federal departments, with provincial governments and with private institutions.

### Science

During 1973, Canada continued to pay close attention to international science and technology organizations such as NATO, the OECD and UN. This included taking an interest in the Consultative Committee for the Application of Science and Technology for Development, the Committee on Natural Resources within the ECOSOC framework, the scientific activities of such specialized UN institutions as UNESCO and UNISIST, and participation in the Scientific Committee of the OECD, especially in the sphere of oceanography.

Canada also participated in the Committee on the Peaceful Uses of Space sponsored by the UN and contributed to a study of natural resources by remote-sensing satellite that might have world-wide application.

Important bilateral events in 1973 included the meeting of the Canada-Belgium Joint Commission to discuss scientific co-operation, Mrs. Sauvé's trip to China with a group of scientists and a Japanese science and technology mission to Canada.

### Environment

Canada was primarily involved in the environment sphere on the multilateral level, participating in the United Nations Environment Program (UNEP), OECD, NATO and the United Nations Economic Commission for Europe (ECE).

During the first session of the Governing Council of UNEP in June, Canada took an active part in identifying priority areas for environmental action. The Canadian delegation also took an interest in the general procedure governing the operation of the Environment Fund. In preparation for the second session of the Council, the UNEP action program was discussed further at an informal meeting of the Governing Council in Geneva in November.

Detailed plans and budget proposals for the UN Conference, Exposition on Human Settlements to be held in Vancouver from May 31 to June 1, 1976, were drawn up by the UN in close co-operation with Canada and were considered and approved by the Governing Council of UNEP and by the twenty-eighth United Nations General Assembly.



Science and Technology Minister Jeanne Sauvé meets Kuo-Mojo, President of the Academy of Science in Peking. Canadian Ambassador J. Small is on Madam Sauvé's left.



Canadian experts and officials participated in meetings within the OECD and the NATO Committee on the Challenges of Modern Society and contributed to pilot projects of substantive interest to Canada. In February, Canada participated in an 80-nation plenipotentiary conference in Washington that concluded a convention on International Trade in Endangered Species of Wild Flora and Fauna.

- Accepted as a full member of the Economic Commission for Europe in May, Canada began to participate in the work of the Senior Advisers to ECE Governments on Environmental Problems, a new subsidiary body that held its first meeting in February.

A number of useful bilateral exchanges of information took place, many dealing at the expert level with specific environmental problems of mutual interest.

## International law

Through its Bureau of Legal Affairs, the Department provides a general advisory service to the Government on international law, including advice on treaties to which Canada is a party. The Bureau also acts as the operational arm of the Government in the development and maintenance of international law. The following subjects were among those that received particular attention from officers in the Legal Bureau during 1973.

### Law of the sea

The Third United Nations Conference on the Law of the Sea, generally considered the most important diplomatic conference since Bretton Woods, was officially opened on December 3, 1973. Canada, possessing significant maritime interests, played a very active role in the Preparatory Committee for the Law of the Sea Conference (the Seabed Committee) and at the Conference itself.

In the course of this preparatory work, Canada sponsored several proposals that will receive detailed consideration at the conference; two Canadian initiatives of particular importance were those pertaining to protection of the marine environment and fisheries jurisdiction.

In March 1973, the Preparatory Committee gave initial consideration to a draft of a comprehensive convention on ocean pollution; the most important provisions would require states to protect and preserve the marine environment and would give them the right to adopt special unilateral measures of protection

when the special characteristics of the marine environment require it and when existing international regulations are considered inadequate. If this draft gains broad acceptance, it will provide increased protection for the marine environment on a global basis and an organic link between various agreements that are now in effect but deal only with certain aspects of the problem.

At the summer session of the Preparatory Committee, Canada, in company with Kenya, India, Madagascar, Sri Lanka and Senegal, co-sponsored a set of draft articles on fisheries jurisdiction. These articles would permit coastal states to enjoy exclusive sovereign rights in the control and development of all biologic resources situated within a 200-mile zone off their coasts, including preferential rights over all such resources in regions contiguous to the exclusive fisheries zone. The draft also contained a special provision relating to anadromous species such as salmon.

Following the official opening of the conference at UN headquarters, 15 days were spent resolving administrative and procedural questions that had to be dealt with before substantive issues could be considered. These procedural questions concerned, *inter alia*, the election of a president, the establishment of the committee structure, and the adoption of internal rules of procedure. It was during this preliminary session that the conference entrusted the position of chairman of the drafting committee to the representative of Canada, Ambassador J. Allan Beesley.

substantive matters to be dealt with by the conference in 1974 in Caracas, Venezuela, include the elaboration of the legal regime to be applied to the deep seabed, the territorial sea, the continental shelf, fisheries, international straits, islands, the protection of the marine environment and scientific research in the oceans.

As part of the preparation for the conference, the Department organized a campaign to inform Canadians and to obtain advice from interested Canadians concerning Canadian objectives.

During September and October, the Department sent a team of senior officials to Victoria, Winnipeg, Halifax, Quebec City, and St. John's to consult with representatives of provincial governments. At the same time, a series of seminars was organized that were attended by university professors, journalists, and representatives of the fishing, shipping, and oil and petroleum industries.

The Department also published a booklet entitled *The Third United Nations Conference on the Law of the Sea*, which outlined the position for Canada's position. This was tabled in the House of Commons on November 2, and was subsequently submitted to the House of Commons Committee on External Affairs and National Defence, which examined the document in public sessions.

On December 17, 1973, Canada and Denmark signed a bilateral agreement dividing the continental shelf between Canada and Greenland. This agreement is the first of its kind ever concluded by Canada with one of its neighbours. Canada and Denmark established a line of separation between the islands of the Canadian Arctic and Greenland up to which each state had sovereign rights for exploring and exploiting the resources of the continental shelf, in conformity with the 1958 Continental Shelf Convention. This line of separation, measuring approximately 1430 nautical miles and representing the longest delimitation of a continental shelf in the world, was drawn on the principle of equidistance.

#### International fisheries

In 1973, the Bureau of Legal Affairs continued its active association with the International Fisheries Branch of the Department of the Environment, in a wide range of negotiations and conferences relating to international fisheries. These included negotiations with the United States in extending the Canada-U.S. Reciprocal Fisheries Agreement on developing equitable arrangements for the salmon resources of the Pacific coast. The Reciprocal Fisheries Agreement was extended for another year and the salmon negotiations achieved some progress toward a new convention.

*Canadian Armed Forces fisheries surveillance patrol is co-ordinated with Department of Fisheries vessel "Chebucto" in George's Bank area. (Can. Forces Photo)*





In addition, officers of the Legal Bureau participated in two meetings of the International Commission for the Northwest Atlantic Fisheries (ICNAF), and in discussions on various fisheries matters that arose during the course of the year involving countries whose fishing fleets operated off the Canadian coast.

## Environmental law

Canadian activity in the environmental law field during 1973 was based on three key areas: implementing the Stockholm Declaration on the Human Environment; the development of a legal regime for the prevention of marine pollution; and discussions with the United States on a number of bilateral environmental matters.

The Stockholm Declaration, particularly Principle 21 on state responsibility for environmental damage and Principle 22 on the development of international law liability and compensation for pollution damage, served as the foundation for Canadian diplomatic initiatives in several spheres: the UN Seabed Committee, Intergovernmental Maritime Consultative Organization (IMCO), and Canada-U.S. discussions on bilateral trans-border environmental problems.

In the March session of the UN Seabed Committee, Canada introduced a draft of a comprehensive marine pollution convention. This convention would serve as an "umbrella" for more specialized marine pollution conventions, such as the Ocean Dumping Convention of 1972, by setting uniform rules for dealing with certain recurring problems such as en-

forcement jurisdiction, compensation for damage and settlement of disputes. The proposed comprehensive convention provides for the establishment of environmental protection zones within which various pollution conventions would be enforceable by the coastal state as well as the state whose flag a ship carries.

In addition to the work done at the UN Seabed Committee, Canadian legal experts have contributed to efforts by IMCO to combat marine pollution. A landmark in these efforts was the conclusion of the International Convention for the Prevention of Pollution from Ships at a conference in London during October and November 1973. This convention established international standards to regulate the discharge of noxious substances other than oil and raised discharge standards already existing for oil. In Canada's view, the means that the Conference provided for enforcing these standards can be improved on. Future Canadian activity with IMCO, and at the 1974 Law of the Sea Conference, will seek to strengthen enforcement procedures.

The legal dimension of environmental problems along the Canadian-American border is becoming increasingly important, and Canadian efforts have been focused on the protection provided by the Boundary Waters Treaty of 1909. For example, Canadian officials are exploring with the American authorities the feasibility of supply-routes or other measures that might provide alternatives to the shipment of oil from the Trans-Alaska pipeline by tanker to Puget Sound. Simultaneously, officials are working to develop measures to minimize

potential environmental risk should no feasible supply alternatives be found. These measures would include prompt compensation for any damage caused. In order to implement the Great Lakes Water Quality Agreement, in accordance with the timetables set forth in that agreement, discussions were held during 1973 with United States officials.

Canada is also seeking to ensure that development of the Garrison Diversion irrigation project in North Dakota proceeds in a manner that would not pollute waters of the Red and Souris Rivers to the injury of health and property in Canada. There has also been progress in the development of an agreement relating to weather-modification activity.

Besides dealing with these problem areas, Canadian and United States officials are attempting to direct and control environmental relations in an organized manner, rather than merely reacting to problems as they arise. Studies were conducted during the year of the possibility of entering into an "umbrella" agreement for the settlement of bilateral disputes of an environmental nature. The studies involve questions of state responsibility for environmental damage, compensation for damage, and the use of the injunction at the international level to curtail environmental damage.

## Outer space law

At the April 1973 session of the Legal Sub-Committee of the UN Committee on the Peaceful Uses of Outer Space, agreement was almost reached on the text of a draft Convention on the Registration of Objects Launched into Outer Space, which had been jointly proposed by Canada and France at the Sub-committee's 1972 session. It was possible to reach consensus on most details, but two questions remained to be resolved:

- (1) whether the Convention should contain a clause providing for a formal "review" of the Convention after it had been in force for a number of years;
- (2) whether the Convention should provide for the mandatory "marking" of space objects by launching states with their international designator or registration number.

Agreement was later reached on an appropriate review clause at the annual session of the parent Outer Space Committee in July, but no consensus was reached on the marking provision. However, Canadian officials have begun bilateral discussions with interested states on a compromise formula that will, it is hoped, gain wide enough acceptance to enable the Sub-committee to reach final agreement on this point at its 1974 session, and to forward an approved text of the draft Convention through the Outer Space Committee to the General Assembly at its twenty-ninth regular session. If adopted, the Registration Convention will be the fourth international legal instrument elaborated by the Outer Space Committee, and will be a useful addition to this developing body of international law.

Canada, in continuing collaboration with Sweden, has been attempting to persuade the world community to adopt a declaration of guiding principles to govern direct television broadcasting by satellite (DBS). A joint Canada-Sweden initiative in 1968 had led the General Assembly to establish the Outer Space Committee's Working Group on Direct Broadcast Satellites.

At its fourth session, in June 1973, the Working Group considered the fourth in a series of Canada-Sweden working papers pertaining to DBS; this paper contained a set of ten draft guiding principles that Canada and Sweden proposed should be incorporated in an appropriate declaration to establish a realistic balance between the protection of sovereign rights and the facilitation of an important new technology.

The fourth session of the Working Group also had before it a draft convention on DBS, which had been proposed by the U.S.S.R., but did not have sufficient time to do a thorough analysis of the two competing proposals. Accordingly, in December, during its regular session, the General Assembly decided that a fifth session of the Working Group should be held early in 1974 to consider these proposals and to make specific recommendations to the Legal Sub-committee, which in turn would consider the question of elaborating principles governing the use of direct-broadcast satellites with a view to concluding an international agreement or agreements, at its 1974 session.

## Unlawful interference with civil aviation

Canada continued to play a leading role in 1973, at both the bilateral and multilateral levels, in the development of international law to combat unlawful interference with civil aviation.

The most significant achievement at the bilateral level was the conclusion of a hijacking agreement with Cuba in February 1973. This agreement was considered necessary because the Cuban Government had been unwilling to become a party to the related multilateral conventions concluded under the auspices of the International Civil Aviation Organization (ICAO) but had indicated a willingness to enter into bilateral agreements with interested countries. Following a visit to Cuba by a delegation headed by the Legal Adviser to the Department of External Affairs, in February 1973, the Canada-Cuba Agreement on Hijacking of Aircraft and Vessels and Other Offences was signed at Ottawa on February 15, 1973. A Memorandum of Understanding covering the same offences was signed between the U.S. and Cuba at Washington, D.C., on February 15, 1973, and an agreement between Cuba and Mexico was signed on June 7, 1973.

These three bilateral agreements (together with increased screening of passengers and baggage) seem to have had a significant deterrent effect on the incidence of hijacking and other acts of unlawful interference in the North American context.

At the multilateral level, Canada has taken every available opportunity to express its support for

three ICAO Conventions, included at Tokyo (1963), The Hague (1970) and Montreal (1971), and to encourage those states that have not already done so to become parties to them. It was therefore a source of encouragement to see that, over the past year, some 28 states have become parties to either the Hague or Montreal Convention or both.

Since 1970, Canada and the U.S. have been trying to secure approval for a fourth international convention that would create international machinery for investigating, determining fault and taking "joint action" (such as suspension of air-services) in cases where states fail to live up to the obligations of the three bilateral agreements.

This initiative at first met with little success, but the proposal was reactivated as a consequence of the reawakening of international concern following the Lod Airport massacre. ICAO established a Special Legal Subcommittee to consider the question, and the deliberations of this body resulted in a recommendation that an extraordinary assembly of ICAO be convened to consider proposals (somewhat similar in intent to the Canadian initiative) for amending the ICAO Constitution (Chicago Convention of 1944). This assembly met in Rome from August 28 to September 21, 1973, in conjunction with a Diplomatic Conference, which, in turn, considered proposals for a new international convention, and proposals for amending the Hague and Montreal Conventions.

The Canadian delegation went to Rome prepared to support any practical proposal designed to strengthen ICAO's ability to investigate, report and rapidly take effective measures in relation to all unlawful acts committed by individuals or states that endangered the safety of international civil aviation.

Regrettably, none of the various proposals gained the degree of acceptance required to amend the existing conventions or adopt a new one; therefore no substantive results were achieved. This is primarily because several states are reluctant to agree to concrete international measures to control politically-motivated hijacking and related offences.

#### International terrorism

From July 16 to August 10, 1973, Canada participated in the first meeting of the 35-member Ad Hoc Committee on International Terrorism, which had been established in accord with Resolution 3034 of the twenty-seventh Assembly.

The Canadian delegation worked to have the Ad Hoc Committee consider various proposals for specific measures to combat terrorism, including proposals that the Committee elaborate an additional international convention to counter specific acts of terrorism not covered by such existing conventions as those dealing with unlawful interference with international civil aviation and the then draft convention on the protection of diplomats.

Unfortunately, many members insisted that the Ad Hoc Committee should discuss and report to the General Assembly on the underlying causes of international terrorism before attempting to elaborate additional legal measures to combat this insidious phenomenon. The session therefore concluded without agreement on action that might be taken.

Crimes against internationally protected persons, and particularly the kidnapping of diplomats, have been of grave concern to the international community in recent years. Because such crimes can create serious threats to the maintenance of normal international relations, the International Law Commission was asked in 1972 by the General Assembly to produce "draft articles on the prevention and punishment of crimes against diplomatic agents and other internationally protected persons".

These draft articles were then discussed in the Sixth (Legal) Committee of the General Assembly in 1973. The Canadian delegation participated actively in the debate, which had a positive outcome. On December 14, 1973, on the report of the Sixth Committee, the General Assembly adopted by consensus the Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents. The Convention follows closely the related Hague and Montreal Convention on hijacking, particularly in the requirement that each state party either extradite or submit for prosecution any alleged offender found on its territory. However, unlike those two hijacking conventions, it



includes a reference, in a way considered generally acceptable following a difficult debate, to the right of peoples to self-determination and to the Latin American institution of asylum. The new convention, if generally applied, will have the effect of closing off safe havens and should have a deterrent effect on potential international terrorists.

#### **International humanitarian law in armed conflicts**

The Legal Bureau, in close co-operation with the Office of the Judge Advocate General of the Department of National Defence, continued to work in 1973 on preparations for the first session of the Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts, which is to be held in Geneva February 19 to March 29, 1974. The conference is to be convoked by the Swiss Federal Council and attended by delegations from states party to the Geneva Conventions of 1949 for the Protection of War Victims. Delegations from more than 20 non-governmental organizations and a number of national liberation movements are expected to attend the conference as observers.

At January and March meetings in Geneva of government experts from selected states, Canadian legal experts worked with colleagues from other nations and from the International Committee of the Red Cross (ICRC) to further refine two draft Additional Protocols designed to reaffirm and update the 1949 Geneva Conventions. These drafts will provide the basis for discussions at the 1974 Diplomatic Conference in Geneva. Adoption of the two Additional Protocols should enable the humanitarian law of armed conflicts to reflect better the realities of modern methods and means of warfare and offer extended protection to civilian victims of such conflicts.

#### **Definition of aggression**

For more than 50 years, since the League of Nations first took up the task, the international community has been attempting to formulate a generally acceptable definition of aggression. In 1967, the General Assembly established a 35-member Special Committee on the Question of Defining Aggression, of which Canada is a member.

At its 1973 session, the Special Committee nearly succeeded in reaching agreement on an acceptable "package" definition that, while not undermining the overriding discretion of the Security Council, would serve as a guide to the Security Council in determining whether the use of force by states in specific instances has been such as to constitute an act of aggression in contravention of the UN Charter.

In its report, the Special Committee noted with satisfaction the further progress during the 1973 session, and expressed the belief that such progress would make a practical possibility to elaborate a generally-acceptable definition at its 1974 session.

#### **Multinational enterprises**

As a result of a Canadian initiative, the UN General Assembly in 1972 referred the question of regulation and control of multinational enterprises for study by the United Nations Commission on International Trade Law. As a first step in its study, the Commission instructed the Secretary-General to circulate to member states a questionnaire concerning (a) problems encountered in dealing with MNEs; (b) policies adopted to deal with these problems; (c) the extent to which these problems might be amenable to solution by legal rules; and (d) suggestions for the direction of the Commission's further work on this subject.

This questionnaire was circulated within the government and private sectors. Subsequently, the Legal Bureau co-ordinated a large inter-departmental working group charged with preparing the Canadian reply to this questionnaire. The bulk of this work was completed in 1973.

## Charter of economic rights and duties of states

CTAD established in May 1972 a working group of representatives of 40 member states to prepare a draft charter on the economic rights and duties of states. Canada is a member of the working group and has played a major role in attempting to secure a draft that is universal in character (i.e. applying equally to all states) and in conformity with the principles of the UN Charter. The working group met twice in 1973. In the autumn of 1973 the twenty-ninth UNGA authorized the working group to hold two further meetings in 1974 and called on it to submit a completed draft for consideration and adoption by the thirty-ninth UNGA in the autumn of 1974.

Among the major issues being considered for inclusion in the charter are permanent sovereignty over natural resources, the control of MNEs and of foreign investment generally, the related issues of right to nationalization and liability for compensation, non-discrimination in trade and the formation of groupings of commodity and resource producers and consumers. Also at issue is the legal nature of the charter, whether it should take the form of a treaty or of a declaration adopted by resolution of the General Assembly.

## Foreign ownership of land

The Conference of First Ministers held in May 1973 created a federal-provincial committee of officials to study the constitutional and other aspects of foreign and non-resident ownership of land. The committee began its meetings in the autumn of 1973. The Legal Bureau participated in interdepartmental discussions to formulate the federal position in this committee and an officer of the Bureau was a member of the federal delegation to the committee. The Bureau was particularly concerned that the Federal Government and the provincial governments contemplating measures in this area be aware of any treaty and other international obligations that Canada had and that might affect the choice of methods adopted in dealing with this problem.

The federal-provincial committee had not completed its work by the end of 1973.

# III Foreign Policy Co-ordination

## Interdepartmental Committee on External Relations

The Interdepartmental Committee on External Relations consists of the Under-Secretary of State for External Affairs (chairman); the Deputy Ministers of the Departments of Industry, Trade and Commerce and Manpower and Immigration; the President of the Canadian International Development Agency; the Secretary to the Privy Council; the Secretary of the Treasury Board; and, nominally, the Deputy Minister of the Department of Public Works. The Committee was established in May 1970 to advise the Government through the Secretary of State for External Affairs on such matters as the formulation of policy, the harmonization of country plans, allocation of resources, implementation of external operations, the recommendation of heads of post, and management of support services and of policies for foreign service personnel.

In approving the ICER's second report on July 31, 1973, the Government indicated its desire to continue to work through the ICER and its sub-committee, the Personnel Management Committee (PMC), to strengthen the foreign service, to improve its effectiveness, and to achieve the degree of integration of external operations that will most effectively contribute to the achievement of national objectives. The seven principles of co-ordination were reaffirmed; in particular, they were to be used to evaluate all proposals for new "international units" within departments. Head-of-post authority and

responsibility were more clearly set out than before. Policy studies were to be employed to achieve comprehensive policy co-ordination and resource allocation. Refinements were made in the method of allocating support-service resources. The PMC was to continue its work program for the development of co-ordinated and ultimately common personnel policies and procedures, with particular reference to classification, personnel-mobility programs, manpower planning and recruiting, in order to promote the more rational use of the Government's manpower resources for foreign operations. Finally, the ICER was to assess from time to time the need for and feasibility of further measures of structural integration as a means of achieving the Government's general objectives.

The major activities of the year can be summarized as follows:

### Country programming

The Country Programming System was designed to aid in program management, in policy co-ordination and in allocation of resources. Early in 1973, the plan of operation and the need for resources was reviewed for each country in which Canada is represented. There was discussion about departmental policies and priorities as well as decisions on resource allocations for the "forecast-year", fiscal 1974-75.

There was a general agreement that the Country Programming System was working satisfactorily; as a result, no major changes were introduced in preparation for the next round of programming to be carried out in the winter months of 1973-74. One innovation was "policy guidance", a method of advising posts before commencement of the annual Country Program exercise of significant changes in objectives or departmental interests of which the post might not be aware but which should be reflected in the Country Program. Because of time pressure, it was possible to dispatch such guidance only to some posts but, based on the success of the experiment, the system will be developed further in future country-programming cycles.

The proposed project of "policy studies" received continued attention during the year and departments remain interested in proceeding with these in-depth studies of selected countries.

### Structure of integrated management

In the winter of 1973-74 a thorough and comprehensive review was conducted of the alternative forms of organization which were possible and feasible in order to achieve effective management of the Government's external relations. For purpose of analysis the options were grouped into three main categories, namely: de-integration of the present ICER structure; functional integration; unification (structural integration). Functional integration is, in effect, the method the Government selected in 1970, which is in the process of being applied and developed. After



eful interdepartmental con-  
eration, the ICER recorded the  
nsensus that, of the three  
ion groups, functional inte-  
tion continued to be the one  
t held most promise and  
ould be pursued. It had already  
duced significant results  
wards the solution of the  
blems identified by the  
vernment and could continue  
do so.

### Personnel management

le main achievement in this area  
s the completion of head-of-  
st selection criteria for almost  
posts. The relevant ones were  
ilable for use in advising the  
vernment on candidates for  
stings to be effected in 1974.  
dition, there was consolida-  
n and refinement of procedures  
mobility within the public  
vice, in classification and  
ruitment and in co-ordination  
postings.

### Federal-Provincial relations

le growing interest of the  
vinces in the international  
ensions of their areas of  
ponsibility is a natural devel-  
ment from postwar advances  
communications and transpor-  
tion and in view of the fact that  
most every domestic activity  
w has international ramifica-  
ns. Primarily through its  
ederal-Provincial Co-ordination  
ision, the Department is  
voting increasing attention to  
task of developing procedures  
ereby provincial international  
erests will continue to be  
sified in a manner compatible  
th the principle of exclusive  
ederal responsibility for the  
nduct of Canada's international  
ations.

Thus the Federal-Provincial  
Co-ordination Division seeks to  
co-ordinate the activities of other  
departmental divisions, of Cana-  
dians posts abroad, and of other  
federal departments and agencies  
in order to ensure that Canada's  
international activities fully  
reflect its federal character. It  
attempts, in addition, to keep in  
regular and close contact with  
provincial officials so as to  
become, and remain, aware of  
provincial aims and policies  
relating to international questions  
of interest to them. And it con-  
tinues to develop more effective  
procedures for continuing con-  
sultation concerning the many  
aspects of Canada's international  
activities that are of interest to  
the provinces as well as to the  
Federal Government.

The Division also continues to  
expand the services it provides to  
the provinces. It places the  
Department's network of posts  
abroad and its extensive telecom-  
munications facilities at the  
disposal of provincial officials. It  
arranges and co-ordinates the  
constantly increasing number of  
visits of provincial officials  
abroad and of foreign officials to  
the provinces (approximately 100  
such visits took place in 1973).  
It facilitates contacts between the  
provinces and foreign govern-  
ments within the framework of  
normal international practice. And  
it continues to develop proce-  
dures that will make it possible to  
distribute on a regular basis  
miscellaneous information and  
documentation concerning the  
international aspects of provincial  
areas of interest.

Particular progress was achieved  
in 1973 in establishing the  
modalities whereby provincial  
officials can increasingly be

represented on Canadian delega-  
tions participating in various  
international activities. For  
example, the Secretary of State  
for External Affairs met with the  
Council of Ministers of Education  
in June to discuss the role of the  
provinces in international educa-  
tion activities. Provincial partici-  
pation in Canadian delegations to  
international education con-  
ferences increased significantly  
as a result of that meeting, and  
Canadian delegations to inter-  
national education conferences  
are now frequently chaired by  
provincial officials. Provincial  
representatives are also present  
on a growing number of Canadian  
delegations to international con-  
ferences dealing with many other  
subjects. During 1973, moreover,  
modalities were established  
enabling the provinces to partici-  
pate in scientific exchange  
agreements with West Germany  
and Belgium. Finally, the prac-  
tice was continued on a regular  
basis of consulting the provinces  
concerning Canadian accession  
to a number of international  
agreements touching on areas of  
internal provincial jurisdiction.

# IV Services to Canadians

## Academic Relations

A major responsibility of the Bureau of Public Affairs is to co-ordinate and promote relations between the Department and members of Canada's academic community as well as organizations interested in the study and discussion of international relations and in the long-term formulation of Canadian foreign policy. The objective is to establish and develop lines of communication between officials responsible for implementing foreign policy and scholars who are concerned with the many aspects of policy analysis and international relations.

In practice, this means promoting a two-way exchange of ideas between government and the academic community; in some instances, it has involved sending foreign service officers into the academic world, while in others the academics have made their expertise available to the Department.

### Foreign service visitors

One form of exchange has been the introduction of foreign service visitors, senior departmental officers seconded to Canadian universities. Under this program, the officers are freed from departmental duties for a full academic year and join a university faculty or department. They devote their time to research, teaching, writing, and holding seminars and consultations on international relations under arrangements worked out with the host university. At the outset, two foreign service visitors were designated, but in 1972 the number was increased to three. In 1973, only two senior officers of the Department could be appointed, one to Dalhousie University and the other to the University of Montreal. Three are being appointed in 1974, and it is planned to increase this number to five in 1975.

### Departmental speakers' program

This program represents another form of liaison between government and the academic community. Foreign service officers are made available to address university audiences and other groups, to attend conferences on foreign policy and to participate in international affairs seminars. In 1973, over 60 officers accepted one or more invitations to visit universities and other centres of learning throughout Canada for that purpose.

### Invitations to the Department

In order that academics may give those in government the benefit of their analysis of foreign policy problems, the Department invites professors to Ottawa to give talks and to direct joint seminars. Topics range from current foreign policy issues to aspects of international relations theory. There have been discussions on such subjects as: foreign affairs and Parliament; predicting foreign policy trends; the approach to development and changing patterns of policy-making; Quebec policy subsequent to the election of October 29; and strategy in multilateral negotiations on international trade. Also included are such topics as the environment, international economics, technology and energy. In 1973, ten seminars were held in Ottawa.

The Department is also considering introducing a type of seminar that would offer academics the opportunity to spend a week or two working within a departmental division. On a longer-term basis, this idea is already being implemented. To maintain closer ties with the academic community and obtain the services of experts, the Department engages certain professors on a temporary basis for special research projects. In 1972-73, for example, the Department retained the services of a political scientist from the Montreal campus of the University of Quebec for a special assignment with its Policy Analysis Group, and a law professor was similarly attached to the Legal Bureau. In 1973-74, a political scientist from Carleton University joined the Policy Analysis Group for one year. During the academic year 1972-73, a specialist in East Asian Affairs, Professor William

aywell of the University of  
pronto, joined the Canadian  
mbassy in Peking for one year,  
and another sinologist, Dr. Brian  
yans of the University of Alberta,  
succeeded him in 1973-74. Other  
ofessors in various disciplines  
ay eventually be invited to stay  
r suitable periods at depart-  
ental headquarters in Ottawa or  
missions abroad. A possible  
rmula would provide for ex-  
changing an External Affairs  
ficer with a professor or grad-  
uate student for one year at a  
ven university.

istorians and research assistants  
e also being employed on  
contract by the Department's  
istorical Division, where they  
elp to edit material for the  
*Documents on Canadian External  
relations* series. Other research  
contracts have been awarded for  
e preparation of special studies.  
ne such contract involved an  
amination of Soviet policy re-  
pecting the proposed Conference  
n Security and Co-operation in  
urope; another dealt with the  
operations of multinational firms  
nd their relations to Canadian  
oreign policy; a third focused on  
e development of regional  
rganizations in West Africa and  
entral Africa.

### Outside seminars and conferences

The Department helps to organize seminars and conferences in Ottawa and elsewhere in Canada. Meetings of consultation are held in Ottawa, at which academics join senior officers of the Department in the discussion of foreign policy themes. The Department also provides assistance in organizing meetings and conferences held by universities and international affairs centres. This takes the form of co-operating in the preparation of programs and supplying departmental participants, and of defraying some of the administrative expenses incurred by the universities and professors involved. In 1973, for example, assistance of this type was given to the sponsors of the Ninth World Congress on Political Science held at Sir George Williams University in Montreal, to the Canadian Association for African Studies, which held a conference at Dalhousie University in Halifax, and to the International Relations Club, which held its twenty-sixth Annual Congress in Montreal.

In addition to these various programs, the Department is reviewing the question of possible grants to universities and international studies centres to assist advanced research in the field of international relations. During 1972, the Government approved a \$400,000 special grant towards the creation of a Centre for Asian Studies in Vancouver, as an earnest of its intention to strengthen facilities for Asian and Pacific studies at Canadian universities.

## Cultural Affairs

Since its modest beginning in 1964, the program of cultural relations with other countries administered by the Department's Cultural Affairs Division has steadily expanded, until it is now a major activity.

To enable it to plan and implement programs of cultural exchange in support of the Government's foreign policy objectives, the Division is divided into four sections: Programs and Planning, Artistic Exchanges, Academic and Youth Exchanges, and UNESCO. Abroad, responsibility for implementing the programs falls principally on the cultural counsellors of Canadian diplomatic missions in Brussels, London, Mexico, Paris and Washington (others are to be appointed shortly to Bonn, Brasilia and Rome) and in other cities on officers who include cultural affairs among their other duties.

A special responsibility falls on the Canadian Cultural Centre in Paris. Established in 1970 and financed and staffed by the Department, it demonstrates the diversity of Canadian cultural life by arranging concerts, lectures, literary evenings, film shows and art exhibitions. It also provides an important orientation service for Canadian students in France.

A cultural-information centre of a more modest kind has been opened in Brussels, and Canada House in London is currently being adapted for the same purpose by adding to its art gallery, which has been open for the past four years.



The Canadian Foundation in Rome, whose chairman is the Ambassador to Italy, offered major fellowships to the composer Serge Garant, the painter Claude Tousignant, and the Galileo Scholar William Shea for a year's study in Italy. It also sponsored concerts in Rome and Venice of the National Arts Centre Orchestra during its European tour.

### Programs and planning

Canada has cultural agreements with Belgium, France and Italy. It also has a General Exchanges Agreement with the U.S.S.R. that contains a number of articles dealing with cultural questions. The Programs and Planning Section is concerned with planning programs with these countries as well as with countries with which cultural relations are less formal. These are arranged through formal machinery such as mixed commissions (as, for example, that with France, which met in Ottawa in April), as well as through normal diplomatic channels. Active programs are conducted with Belgium, China, Finland, France, Germany, Britain, Italy, Mexico, the Netherlands, Switzerland and the Soviet Union. Occasional activities and exchanges are organized in or with other countries.

This section is also responsible for administering exchanges of cultural personalities. During 1973, the program again included a visit of six graduates of the National School of Administration of France, who, in addition to briefings in Ottawa, were given a tour of Canada. This is in exchange for three places given to Canadians at the School for a year's study. It was also responsible for arranging a recital tour across Canada of the Soviet poet Yevgeny Yevtushenko as part of a first exchange of writers between the two countries.

The section also negotiated an agreement with China calling for an annual exchange of 20 students. As the section responsible for those aspects of Canada's scientific relations with France under the Cultural Agreement, it co-ordinated plans for an exchange of missions in the areas of agriculture, health and welfare, communications, energy and environment, designed to determine possible areas of co-operation. The National Research Council continued to administer on behalf of the Department a small program of grants to French researchers in Canada.

### Artistic exchanges

The Artistic Exchanges Section is responsible for foreign tours by Canadian artists and performing arts companies, visual arts exhibitions, cultural weeks, book presentations, etc.

Increased funds have been provided to enable Canadian performing-arts groups to tour other countries. In 1973, the following groups received grants to allow them to travel abroad: the Stratford National Theatre (Denmark,

the Netherlands, Poland, the U.S.S.R.), Coad Canada Puppet (Brazil), the Factory Theatre Ltd (Britain), La Compagnie des Chaises (France), The Moving Theatre (Germany), the Anna Wyman Dance Theatre (Germany), the Lyric Arts Trio (France, Ireland), the Orford String Quartet (France), Le Jazz Libre au Quebec (Italy and Switzerland), the Purcell String Quartet (Britain), the National Arts Centre Orchestra (France, Britain, Italy, Poland, the U.S.S.R.), the McGill Chamber Orchestra (Switzerland).

The Department's permanent collections of Canadian graphic works were shown in some 17 countries. As a result of further acquisition the Department will be able to circulate abroad in the near future eight to ten collections of such works.

In addition to its travelling collections, the Department, in conjunction with the Canada Council, subsidized a major exhibition in Paris of contemporary Canadian art entitled "Trajectoires 1973" which enjoyed a remarkable success. The Cultural Centre in Paris held exhibitions of the work of Guido Molinari (Sérigraphs), Canadian West Coast Hénnetics and a solo exhibition of the most recent works of Claude Tousignant. The Cultural Centres in Paris, Brussels and London regularly present exhibitions of Canadian artists, in collaboration either with the National Gallery with other galleries and museums in Canada.



*Canadian and Cameroon youths work together on a youth exchange agricultural project in Africa.*

*Young Canadian working in a Mexican rural artisan co-operative.*





The program of distributing books about Canada or by Canadian authors to national and university libraries in other countries was continued. Forty-three collections, averaging 150 carefully-selected titles in both English and French, were presented to such institutions in 38 countries. It is the intention that each recipient shall, as a result of annual donations over a five-year period, possess a reasonable collection of *Canadiana*. Special donations are made from time to time to a university that gives a course on some aspect of Canadian life. The Department has continued to collaborate with the Canada Council in the distribution abroad of books purchased by the Council as part of its program of assistance to Canadian publishers. Once again, representatives of associations of Canadian publishers received grants from the Department to enable them to participate in major annual book fairs such as those held in Brussels and Frankfurt.

### Academic and youth exchange

Canada's interest and involvement in the academic and educational areas abroad are constantly developing. Canadian universities are continually extending their ties with those in other parts of the world and a greater number of Canadian scholars are being invited to lecture abroad. More and more individual exchanges of academics are being arranged. As the problems of education become more complex, greater efforts are being made to find solutions at the international level. This section facilitates the participation of Canadian authorities and private persons in international meetings devoted to different aspects of education. To

this end, the Department continues to assure Canadian participation in organizations such as the Education Committee of the OECD, UNESCO and Commonwealth agencies, and co-ordinates Canadian participation in meetings of experts, working groups and more formal conferences under their auspices. One example is the OECD Conference on Post-Secondary Education held in Paris in June. Canadian experts are also preparing, in consultation with the OECD Secretariat, a study on educational policies in Canada. This section also provides liaison with other governments and organizations such as the Council of Ministers of Education, the Association of Universities and Colleges of Canada and private agencies involved in educational matters.

Another important function is the co-ordination of reciprocal scholarship programs with a number of countries such as Germany, Belgium, China, Finland, France, Italy, the Netherlands, Switzerland and the U.S.S.R. and the scholarship programs of the Commonwealth and NATO. Under these bilateral and multilateral programs, approximately 300 research and study scholarships were granted in 1973. The program is carried out in close association with the Canada Council, the Association of Universities and Colleges of Canada, and the Royal Society of Canada. In addition, more than 20 Canadian university professors invited to teach in foreign universities received travel grants from the Department, while about the same number of young Canadian

*Canadian teachers work in many lands under CIDA exchange program. Here John Brait instructs in a workshop of the Barbados Polytechnical Institute. (CIDA Photo)*





English-language assistants received grants to travel to France as part of an exchange program with that country under which students teach their respective languages to other students as part of their regular study programs.

The Department co-ordinates the implementation of youth exchanges between Canada and other countries organized by the Department of the Secretary of State. The "Contact Canada"

program makes it possible for 300 young Canadians to spend three weeks in a number of countries, each of which sends to Canada a corresponding number of their young people. The summer program begun with Germany some years ago under the auspices of the Canada-Germany Friendship Society was continued; this program enables about 50 young Germans to come to Canada for a working holiday. An important program calling for the exchange

of 15 young technicians and specialists with Mexico has been launched in accordance with an agreement signed during President Echeverria's visit to Canada. This program makes it possible for Canadians and Mexicans between the ages of 18 and 30 to gain practical experience in their chosen professions in the other country.

*Students from Kenya in woodworking shop at Mohawk College of Applied Arts and Technology in Hamilton, Ontario. (Bochsler Studios Ltd.)*



## UNESCO

The Department co-ordinates Canada's participation in the work of UNESCO. Encompassing the natural and social sciences, education and culture, UNESCO's activities are of interest to many governmental departments and agencies in Canada, both federal and provincial, to institutions of learning, and to a great number of private organizations. The Department works closely with the Canadian Commission for UNESCO and the Director of the Cultural Affairs Division is a member of its Executive Committee. Both the Canadian members of the Executive Board, Mr. Napoléon Leblanc and Canada's Permanent Delegate in Paris, serve as intermediaries between these Canadian authorities and the UNESCO Secretariat to make sure that the organization benefits fully from Canadian knowledge and experience and that interested Canadian organizations are kept informed of matters of interest to them.

Canada is actively participating in the International Oceanographic Commission, the "Man and Biosphere" Program, and the International Hydrological Decade, which is being transformed into the International Hydrological Program. Canada is also involved in UNISIST, even though there are some reservations about the need to prepare explicit goals, methods and objectives for this program.

Canada has been involved with a number of UNESCO program services, and at the same time has been advocating that the program would benefit from considerable revision under the headings of *cultural identity*, *cultural communications* and *cultural policy*. Canada has expressed interest in studies of the cultural effect of contemporary mass communication and continues to endorse and support those activities that employed the social sciences as disciplines to permit better understanding and forecasting of human behaviour and trends in the nature and

interaction of societies with the aim of assisting UNESCO in solving important world problems.

In the field of education, there are a number of items of interest to Canada, including the problem of higher education. An observation delegation of federal and provincial representatives under the chairmanship of Jean-Louis Gagnon, Ambassador and Permanent Delegate to UNESCO, attended the Second Conference of Ministers of Education of European Member States, which was held in Bucharest from November 26 to December 3, 1971.

*UNESCO-assisted Rural Educational Radio Service in Senegal helps maintain communication between government officials and citizens. (UNESCO/de Decker Photo)*





## Historical Affairs

iversity professors under contract to the Department as resident historians have continued to edit the Government's basic diplomatic records for publication in *Documents on Canadian External Relations*. Six volumes have now appeared, bringing the story to 1939. Work on the wartime and early postwar records is well-advanced.

Controlled access to the Department's records since the Second World War continues to be granted to researchers whenever possible. In addition, round-table discussions of current topics of interest to academics and other researchers are now being conducted on a regular basis with departmental officers. Such meetings have been of considerable benefit to scholars in making information available about recent events affecting Canadian foreign policy, while at the same time giving departmental officers access to the views of knowledgeable authorities from outside government circles.

As a result of pilot projects conducted last year, academics and newspapermen are now regularly involved as interviewers in oral-history projects with former ministers and senior officers influential in the formulation and conduct of Canadian foreign policy. Planning is going ahead to broaden and deepen research facilities and publishing activities in the historical field for the benefit of academics and other scholars interested in the development and evolution of Canadian foreign policy.

## Information

Through its Information Division, the Department is responsible for Canadian Government public information activities abroad. Such activities are intended to support all the main programs of the Government abroad, including trade and travel promotion and immigration, as well as the objectives of the Department of External Affairs itself. In essence, the aim of such information programs is to inform, realistically, foreign individuals, influential groups, and governments about Canada and Canadian Government policies on a wide range of questions of common concern. It is hoped that these audiences, having been so informed, will be better able to support or at least understand the country, its people and its aims.

Foreign public information activities, which are undertaken by all diplomatic and consular offices, include: the distribution of a wide range of specially-produced publications in both Canadian languages and a variety of foreign languages; the use of audio-visual materials such as films for public showings or television and radio production, as well as the creation and use of exhibits and displays on general or specialized Canadian themes or subjects. An active program of visits to Canada by "opinion-formers" (journalists, broadcasters, academics, and prominent citizens) has been developed, with considerable success, to study specific subjects of interest or to obtain a general background about Canada.

The Information Division is also responsible for a small but growing program of providing information within Canada about the foreign policy aims and objectives of the Government and about the work of the Department of External Affairs. Increasing numbers of interest groups and private inquirers have used this foreign policy information service.

During 1973, the Department completed an in-depth study of Canadian public information activities abroad. Widely-varying proposals for change were put forward and accepted by all departments and agencies concerned. A long-term plan based on known and anticipated needs was drawn up, calling for enhanced resource levels both at home and abroad. One of the principal changes proposed was the recruiting into the Department of a variety of specialist information officers. It is expected that these officers will provide the Department with communications professionalism, which is increasingly required in the modern world of public information programs.

The Department's long-term plan calls for the development of a capability to project and support Canadian policies abroad by multi-media means in both the short-term and long-term contexts. Canadian offices abroad will be better informed on Canadian happenings and Government policies and better equipped to disseminate such information. Because of the magnitude of the task and the limitations of the funds and staff resources immediately available, the "New Look" in information programs is to be phased over several years.



Its successful development may be seen as a major step forward by the Department in the field of public affairs activities abroad.

Also during 1973, the Information Division continued, at a somewhat enhanced level, continuing information activities aimed at providing posts abroad with the capacity to respond to increased interest in Canada.

The publications of the Division in English and French included *Reference Papers, Reprints, Statements and Speeches*, the new departmental bimonthly journal *International Perspectives*, and a variety of booklets and folders on special topics. *Canada Weekly* and *Facts on Canada* were produced in several languages other than Canada's two official tongues. In collaboration with the National Film Board, a substantial program was pursued for the production and distribution of foreign-language versions of films and a second program was initiated for the production of new films specially suited to foreign distribution. Posts were further supported by the provision of photostories and illustrated articles on Canadian subjects for publication in post magazines or for placement in local journals. In co-operation with Information Canada/Expositions, travelling exhibits and displays were provided for solo showings or for use in conjunction with trade fairs and general exhibitions. Finally, arrangements were made for visits to Canada by increased numbers of prominent journalists and media crews and for selected Canadian speakers of established reputation to travel abroad to increase understanding of particular developments in Canada.

## World Exhibitions Program

### The 1974 World Exposition on the Environment, Spokane

In September 1973, Canada contracted with the Expo 74 authorities to participate in the Spokane Expo 74, State of Washington, U.S.A. It invited the governments of British Columbia and Alberta to amalgamate their proposed presentations into a joint venture centred on the smaller of the two islands on the Spokane River that make up the site of the exposition. The Federal Government's contribution was to transform the island, an abandoned factory-site, into an evergreen park that would be "gifted" to the people of Spokane at the conclusion of the exposition. British Columbia would build a provincial pavilion at the entrance to the park and Alberta would plan an open-air amphitheatre in the parkland setting of the island, principally for amateur performers from Canada.

By the end of 1973, work was well under way to make this unique federal-provincial project a reality.

### UN Conference/Exposition on Human Settlements

The United Nations Conference/Exposition on Human Settlements, to be held in Vancouver, British Columbia, from May 31 to June 11, 1976, grew out of the 1972 United Nations Conference on the Human Environment in Stockholm. The environmental problems of human settlements,

both urban and rural, identified during the Stockholm preparatory process and at the conference, urgently required immediate action at the international as well as national levels.

Awareness of what Stockholm defined as "an accelerating crisis" emphasized the need for more centralized planning and an increased interest in international co-operation. In order to enable both developed and developing nations to find solutions to the growing collective and individual problems in human settlements, Canada proposed at Stockholm "Conference/Exposition" to deal specifically with the quality of the environment in human settlements.

The proposal was approved and Canada's offer to act as host to the event was accepted by the twenty-sixth United Nations General Assembly in the autumn of 1972.

The national responsibility of the host country covers the organizations and administration of all aspects of the event over and above those that would have been the responsibility of the United Nations if the event had been held at UN headquarters. The British Columbia government and the City of Vancouver are also fully involved in this function, and a host committee, with representation from the three levels of government, meets periodically in Vancouver. A variety of sub-committees have been formed to advise on various aspects of the "hosting" of the Conference/Exposition.



*super prairie crow is one of several "creations" of Saskatchewan artist Russell Yuristy at the Canadian pavilion at the Spokane World Exposition.*

The Secretary of State for External Affairs designated a "host secretariat" within the Department to carry out the host responsibilities of the Government of Canada.

Executive responsibility for the national "hosting" arrangements rests with this secretariat, which has a management organization covering installations, communications, conference services, design development and public affairs.

A companion organization, responsible for the Canadian national participation at the conference, has been organized within the Ministry of State for Urban Affairs.

## Consular Activity

The promotion and protection abroad of the interests of individual Canadian citizens and of corporations and associations are the particular concern of the consular service.

The increase in the number of Canadians travelling outside the country, which has been a feature for the last several years, continued into 1973. A record number of 567,202 persons obtained passport services during the year, and it is estimated that some 1,360,000 Canadians travelled outside Canada to countries other than the United States of America

The Canadian Government provides services for Canadians travelling and resident abroad at 104 diplomatic and consular posts and separately-located delegations. At these various locations some 211 officers and 286 clerical personnel were engaged in consular work during the year, mostly on a part-time basis. The total time all these employees spent on consular work amounted to approximately 56 officer man-years and 124 clerical man-years. It is estimated that approximately 204,000 consular services were rendered to Canadians abroad during 1973.

The majority of these consular services involved requests for information or guidance. Assis-

tance was also provided to several thousand Canadians who lost their passports, their money or traveller's cheques, or their airline tickets home — or sometimes all three. Assistance was also provided to Canadians who became ill, were injured in accidents, were in trouble with the law, became destitute or were affected by the illness or death of a family member either at home or abroad. Consular services in these situations often included liaison between the Canadian in difficulties abroad and his family, friends, bank or lawyer in Canada, through the diplomatic or consular post abroad and the Department in Ottawa.

One of the most important types of service provided by Canadian posts abroad is made available during times of crisis. In such situations, the diplomatic or consular post endeavours to inform Canadian citizens about significant local developments that may affect their well-being, gives advice about the desirability of leaving the crisis area, and helps Canadians find the means to get out of the area if regular facilities are not available. These services were provided during 1973 at the time of the military coup in Chile in September, the outbreak of war in the Middle East in October and the tensions on the Caribbean island of Grenada in December, just prior to its proclamation as an independent state.

In these situations, the Department helped Canadians to leave the affected areas if they wished to do so. It also tried to keep the relatives in Canada informed on the well-being of persons caught in the crisis. In the case of Canadians stranded in Egypt during the Yom Kippur war, the Canadian

Government collaborated with other governments in chartering a special vessel to remove nationals to safe havens nearby. To enable missions to carry out these tasks effectively and to assist in the location of missing persons, the Department encourages visitors other than transients and Canadian residents in countries abroad (other than the U.S.A. and Britain) to register with the nearest diplomatic or consular post.

Both the Department in Ottawa and posts abroad deal with enquiries about conditions in foreign countries that might affect the traveller, and provide general information for the travelling Canadian about developments in Canada. At some posts this is an extensive operation; in 1973, over 160,000 people visited the reception centre at Canada House in London. As a service to travellers the Department issues a booklet entitled *Information for Canadian Travelling Abroad*, which is handed to all recipients of new passports and is available from the Department on request.

As part of departmental policy in negotiating consular understandings with other countries and thereby facilitating the task of diplomatic or consular posts in dealing with local authorities on consular cases, Canada reached an understanding with Mexico in April and with the People's Republic of China in October 1973.



## Legal Assistance

### Settlement of claims

During 1973, an agreement between the Canadian and Czechoslovak Governments came into force, providing for the eventual full and final settlement of Canadian claims against Czechoslovakia arising before the 22, 1973. Various claims against the People's Republic of China were discussed with the Chinese authorities, leading to the settlement of the Ming Sung ships claim and of the Nanking Embassy property claim. Approximately two-thirds of the known Canadian claims against Yugoslavia were presented to the Yugoslav authorities in order to obtain documentary evidence on each claim so that the Department might be able to initiate formal negotiations. A list of claims presented to the Cuban authorities was under review throughout the year.

Various individual and corporate Canadian citizens were also assisted in seeking full and fair compensation for various claims against foreign governments, including Mr. David McTaggart's claim against France arising out of the 1972 collision between his vessel, the *Greenpeace III*, and a French naval ship and the 1973 boarding and seizure of his vessel and French naval personnel.

### Private international law

The section of the Bureau of Legal Affairs dealing with private international law is responsible for legal proceedings between Canada and foreign countries, either on the basis of conventions or by changed procedures. Private lawyers in Canada generate a

large volume of requests to serve legal documents such as divorce petitions and writs of summons on persons residing abroad, in cases where civil suits have been commenced in Canada. Evidence must often be obtained from witnesses abroad.

With the increasing mobility of individuals, it is inevitable that questions of social security, enforcement of maintenance orders and judgments and other related issues should become the subject of international dialogue between states. As most of these subjects fall within areas of provincial jurisdiction, considerable liaison between this Department and provincial attorney-general departments is required in order to establish and administer the necessary reciprocal arrangements.

Another area where co-operation between states is required is the enforcement of criminal law. In order to facilitate extradition of persons to and from Canada, and of fugitive offenders in Commonwealth countries, the section is in contact with police forces at all levels, and with provincial and federal departments of government, as well as with Canadian and foreign missions. The section also represents the Department on the Canada-U.S.-Mexico Tripartite Narcotics Control Talks, and acts as departmental adviser in the law-making activities of international organizations such as UNIDROIT and the Hague Conference on Private International Law.

During 1973, officers of the section participated in the Diplomatic Conference on the Standard Form of International Will held at Washington, D.C., in the talks with the Zambian authorities at Lusaka concerning the *ex gratia* payment arising out of the deaths of two Canadian girls on the Zambia-Rhodesia border, and in the United Nations Conference on the Convention on Prescription (Limitations) in the International Sale of Goods.

## Passport Office

As more Canadians travel abroad, the Passport Office becomes increasingly busy. The year 1972 was a peak period, during which some 500,000 passports were issued. This was an increase of 17 per cent over 1971, which showed a mere 6 per cent increase over the year before. The 1972 increase was the largest since the bumper 26 per cent in 1968.

In 1973, the rate of increase slowed to 8 per cent over 1972 — 567,202 ordinary and businessmen's passports were issued. In addition, 4,083 diplomatic and special passports were issued.

In all, there are 2,355,296 valid Canadian passports in current use. Of these, 2,200,256 were issued in Canada and 154,940 were issued abroad.

As part of its comprehensive policy to improve passport services to the Canadian traveller, additional regional passport offices were opened in 1972 in Edmonton and Halifax, and in 1973 an office was opened in Winnipeg, making a total of six

regional offices across the country; the others are located in Montreal, Toronto and Vancouver. The regional offices provide a fast, efficient and personalized service to the public and are able to give emergency service to Canadians in the area who must travel on short notice.

Besides providing passport services to Canadian citizens, the

Passport Office issues certificates of identity and United Nations Refugee Convention travel documents to non-Canadians legally landed and currently residing in Canada who are eligible to receive them. It also provides limited consular and passport services on behalf of certain newly-independent Commonwealth countries that do not have representation in Ottawa.

# Appendices

## International agreements: developments involving Canada, 1973

### General agreements

#### AUSTRALIA

Exchange of Letters between the Government of Canada and the Government of Australia constituting an Agreement modifying the Trade Agreement of February 1960

Ottawa and Canberra, October 25, 1973  
In force October 25, 1973

#### BULGARIA

Trade Agreement between the Government of Canada and the Government of the People's Republic of Bulgaria

Ottawa, February 12, 1973  
In force provisionally February 1973, with effect from October 8, 1969

#### CHINA, PEOPLE'S REPUBLIC OF

Exchange of Notes between the Government of Canada and the Government of the People's Republic of China regarding the Settlement of Financial Matters

Ottawa, June 4, 1973  
In force June 4, 1973

General Air Transport Agreement between the Government of Canada and the Government of the People's Republic of China

Ottawa, June 11, 1973  
In force June 11, 1973

Exchange of Notes between the Government of Canada and the Government of the People's Republic of China constituting an Agreement concerning Reciprocal Registration of Trade Marks

Peking, July 16, 1973  
In force July 16, 1973

Trade Agreement between the Government of Canada and the Government of the People's Republic of China

Peking, October 13, 1973  
In force October 13, 1973

Exchange of Notes between the Government of Canada and the Government of the People's Republic of China constituting an Understanding concerning the Reunification of Families

Peking, October 24, 1973  
In force October 24, 1973

Exchange of Notes between the Government of Canada and the Government of the People's Republic of China constituting an Understanding on Consular Matters

Peking, October 24, 1973  
In force October 24, 1973

Exchange of Notes between the Government of Canada and the Government of the People's Republic of China constituting a Settlement of the Nanking Embassy Property Claim

Peking, December 10, 1973  
In force December 10, 1973

#### COSTA RICA

Technical Co-operation Agreement between the Government of Canada and the Government of Costa Rica

San José, July 24, 1973

#### CUBA

Agreement between the Government of Canada and the Government of Cuba on Hijacking of Aircraft and Vessels and Other Offenses

Ottawa, February 15, 1973  
In force February 15, 1973

#### CZECHOSLOVAKIA

Agreement between the Government of Canada and the Government of the Czechoslovak Socialist Republic regarding the Settlement of Financial Matters (with exchange of letters)

Ottawa, April 18, 1973  
In force June 22, 1973

#### DENMARK

Agreement between the Government of Canada and the Government of the Kingdom of Denmark relating to the Delimitation of the Continental Shelf between Greenland and Canada

Ottawa, December 17, 1973

#### EL SALVADOR

Technical Co-operation Agreement between the Government of Canada and the Government of the Republic of El Salvador

San Salvador, May 14, 1973



#### **FINLAND**

Supplementary Convention further modifying the Convention between Canada and the Republic of Finland for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income signed at Ottawa, March 28, 1959

Ottawa, April 2, 1971  
Ratifications exchanged at Helsinki, February 2, 1973  
In force February 2, 1973

#### **GERMANY, FEDERAL REPUBLIC OF**

Air Transport Agreement between Canada and the Federal Republic of Germany

Ottawa, March 26, 1973  
In force provisionally March 26, 1973

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany constituting an Agreement concerning the continued use of the Churchill Research Range

Ottawa, June 7 and 29, 1973  
In force July 1, 1973

#### **HAITI**

Agreement between the Government of Canada and the Government of Haiti on Technical Co-operation

Port-au-Prince, July 12, 1973  
In force July 12, 1973

#### **ICELAND**

Exchange of Notes between the Government of Canada and the Government of Iceland constituting a Reciprocal Amateur Radio Operating Agreement

Ottawa, May 22 and June 13, 1973  
In force June 13, 1973

#### **INDONESIA**

Exchange of Notes between the Government of Canada and the Government of Indonesia constituting an Agreement relating to Canadian Investments in Indonesia insured by the Government of Canada through its Agent the Export Development Corporation

Djakarta, March 16, 1973  
In force October 24, 1973

#### **IRAN**

Agreement between the Government of Canada and the Government of Iran for co-operation in the peaceful uses of Atomic Energy

Ottawa, January 7, 1972  
Ratifications exchanged April 10, 1973  
In force April 10, 1973

#### **IRELAND**

Agreement between the Government of Canada and the Government of Ireland relating to the Canada Pension Plan

Ottawa, November 21, 1972  
In force January 1, 1973

#### **MEXICO**

Exchange of Notes between the Government of Canada and the Government of Mexico constituting a Consular Understanding

Ottawa, April 2, 1973  
In force April 2, 1973

Memorandum of Understanding between the Government of Canada and the Government of Mexico concerning an Exchange Program of Young Specialists and Technicians

Ottawa, April 2, 1973  
In force April 2, 1973

#### **NEW ZEALAND**

Exchange of Letters between the Government of Canada and the Government of New Zealand constituting an Agreement on Rates and Margins of Preference

Ottawa and Wellington, July 2, 1973  
In force July 26, 1973  
With effect from February 1, 1973

#### **PERU**

General Agreement on Technical Co-operation between the Government of Canada and the Government of the Republic of Peru

Lima, November 23, 1973

#### **POLAND**

Long-Term Grain Agreement between the Government of Canada and the Government of the Polish People's Republic

Ottawa, December 12, 1973  
In force December 12, 1973

S.R.

Exchange of Notes between the Government of Canada and the Government of the Union of Soviet Socialist Republics amending the Air Agreement of 11, 1966, between the two countries as amended in 1967  
Ottawa, January 19 and February 1, 1973  
In force February 1, 1973

Exchange of Notes between the Government of Canada and the Government of the Union of Soviet Socialist Republics amending and extending the Agreement on Fisheries Co-operation between the two Countries signed January 22, 1971

Ottawa, February 15, 1973  
In force February 19, 1973

## UNITED STATES

Treaty between the Government of Canada and the Government of the United States for Promotion of Safety on the Great Lakes by Means of Radio, 1973  
Ottawa, February 26, 1973

Exchange of Notes concerning the Extension of an Agreement between the Government of Canada and the Government of the United States on Reciprocal Fishing Privileges in certain areas off their Coasts, signed at Ottawa, April 24, 1970

Washington, April 19, 1973  
In force April 19, 1973  
Terminated June 15, 1973

Exchange of Notes between the Government of Canada and the Government of the United States constituting an Agreement relating to the Organization and Operation of NORAD

Washington, May 10, 1973  
In force May 10, 1973

Exchange of Notes between the Government of Canada and the Government of the United States constituting an Agreement to Facilitate joint co-operation in a Research project entitled "the International Field Year for the Great Lakes"

Ottawa, May 24 and June 7, 1973  
In force June 7, 1973

Agreement between the Government of Canada and the Government of the United States on Reciprocal Fishing Privileges in certain areas off their Coasts

Ottawa, June 15, 1973  
In force June 16, 1973

Exchange of Notes between the Government of Canada and the Government of the United States governing the use of facilities at Goose Bay Airport by the United States

Ottawa, June 29, 1973  
In force July 1, 1973

Exchange of Notes between the Government of Canada and the Government of the United States constituting an Agreement concerning the continued use of the Churchill Research Range

Ottawa, June 29, 1973  
In force July 1, 1973

Exchange of Notes between the Government of Canada and the Government of the United States constituting an Agreement concerning the administration of Income Tax in Canada affecting employees within Canada of the United States subject to such taxation

Ottawa, August 1 and September 17, 1973  
In force September 17, 1973

## VENEZUELA

Exchange of Notes between the Government of Canada and the Government of Venezuela constituting a Renewal of the Modus Vivendi between the two Countries dated October 11, 1950, as amended and renewed on September 30, 1966

Caracas, January 22, 1973  
In force January 22, 1973  
Effective from October 11, 1972  
Terminated November 20, 1973

Exchange of Notes between the Government of Canada and the Government of Venezuela constituting a Renewal of the Modus Vivendi dated October 11, 1950

Ottawa, November 20, 1973  
In force, November 20, 1973  
With effect from October 11, 1973

## YUGOSLAVIA

Trade Agreement between the Government of Canada and the Government of the Socialist Federal Republic of Yugoslavia  
Belgrade, October 24, 1973

### Multilateral agreements

Final Acts of the World Administrative Radio Conference for Space Telecommunications, Geneva, 1971

Done at Geneva July 17, 1971  
In force January 1, 1973  
Canada approved by letter dated January 11, 1973  
In force for Canada January 11, 1973

Protocol relating to an Amendment to Article 50(a) of the Convention on International Civil Aviation

Done at New York, March 12, 1971  
Canada's Instrument of Ratification deposited May 12, 1971  
In force for Canada January 16, 1973

Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation

Done at Montreal, September 23, 1971  
Signed by Canada September 23, 1971  
Canada's Instruments of Ratification deposited at London, Washington and Moscow June 20, 1972  
In force for Canada January 26, 1973

Paris Agreement on Ending the War and Restoring Peace in Viet-Nam and Protocols thereto

Done at Paris, January 27, 1973  
In force January 27, 1973

Canadian Notes addressed to Parties to Paris Agreement accepting as a Third State the obligations of the Protocol concerning the International Commission of Control and Supervision

Signed at Ottawa, January 27, 1973  
In force for Canada January 27, 1973

Act of the International Conference on Viet-Nam

Done at Paris, March 2, 1973  
Signed for Canada March 2, 1973  
In force for Canada March 2, 1973

Canadian notes further extending participation in the ICCS signed at Ottawa, March 28, 1973

Canada's Note dated May 31, 1973, delivered to the four parties to the Agreement informing them of Canada's decision to withdraw from the ICCS not later than July 31, 1973

Convention on the Prevention of Marine Pollution by Dumping of Wastes at Sea

Done at London, Washington, Moscow and Mexico, December 29, 1972  
Signed by Canada and Mexico, December 29, 1972, and at London, Washington and Moscow February 9, 1973

Agreement relating to the International Telecommunications Satellite Organization "Intelsat"

Done at Washington, August 20, 1971  
In force for Canada provisionally August 20, 1971  
In force for Canada definitively February 12, 1973

Operating Agreement relating to the International Telecommunications Satellite Organization

Done at Washington, August 20, 1971  
In force for Canada provisionally August 20, 1971  
In force for Canada definitively February 12, 1973

Amendments to the Constitution of the Commonwealth Telecommunications Organization, March 1966, prepared and agreed by the 1972 Conference

Amendments accepted by Canada by letter dated March 27, 1973

Commonwealth Telecommunications Organization Financial Agreement

Done at London, March 30, 1973  
Signed by Canada March 30, 1973  
In force for Canada April 1, 1973

Commonwealth Telecommunications Organization Termination Agreement

Done at London, March 30, 1973  
Signed by Canada March 30, 1973  
In force for Canada April 1, 1973

Protocol to Amend the Agreement on North Atlantic Ocean Stations signed at Paris on February 2, 1954, as amended at London May 13, 1970

Done at Montreal, December 1972  
Signed by Canada May 1, 1973  
In force for Canada June 1, 1973



Agreement establishing the  
African Development Fund  
Done at Abidjan, November 29,  
1972  
Signed by Canada November 29,  
1972  
Canada's Instrument of Ratifica-  
tion deposited June 8, 1973

International Cocoa Agreement  
Done at New York, November 15,  
1972  
Signed by Canada January 12,  
1973  
Canada's Instrument of Ratifica-  
tion deposited March 23, 1973  
Entered into force for Canada  
provisionally June 30, 1973

Protocol extending the Arrange-  
ments regarding International  
Trade in Cotton Textiles from  
September 30, 1970, to Septem-  
ber 30, 1973  
Done at Geneva, June 15, 1970  
Canada's agreement to extension  
of this Agreement from October  
1, 1973, to December 31, 1973,  
communicated to Secretary-  
General of GATT September 21,  
1973  
Terminated September 30, 1973

International Coffee Agreement  
1968, as extended  
Done at New York, April 14, 1973  
Canada's Instrument of Accept-  
ance deposited September 28,  
1973  
Entered into force for Canada October 1,  
1973

Declaration on the Provisional  
Accession of the Government of  
the Philippines to the GATT  
Done at Geneva, August 9, 1973  
Entered into force August 9, 1973  
Canada's Instrument of Accept-  
ance deposited September 4,  
1973  
Entered into force for Canada  
October 4, 1973

International Telecommunications  
Convention  
Done at Malaga - Torremolinos,  
October 25, 1973  
Signed by Canada, October 25,  
1973

Additional Protocols A, B and C  
to the International Telecommu-  
nications Convention  
Done at Malaga - Torremolinos,  
October 25, 1973  
Signed by Canada October 25,  
1973

Optional Additional Protocol to  
the International Telecommunica-  
tions Convention (Compulsory  
Settlement of Disputes)  
Done at Malaga - Torremolinos,  
October 25, 1973  
Signed by Canada October 25,  
1973

Interim Agreement on the Con-  
servation of Polar Bears  
Done at Oslo, November 15, 1973  
Signed by Canada, November 15,  
1973

Protocol relating to Milk Fat  
(Butter Oil)  
Done at Geneva, April 2, 1973  
In force May 14, 1973  
Canada's adherence indicated by  
signature December 7, 1973  
In force for Canada, December 7,  
1973

International Sugar Agreement,  
1973  
Done at New York, October 13,  
1973  
Signed by Canada December 14,  
1973  
Canada's Instrument of Ratifica-  
tion deposited December 28,  
1973

## II Canadian diplomatic representation, 1973

### Embassies

#### A) RESIDENT

(Canadian representative resident in country)

Country	City
Algeria	Algiers
Arab Republic of Egypt	Cairo
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
Brazil	Rio de Janeiro
Cameroon	Yaoundé
Chile	Santiago
China, People's Republic of	Peking
Colombia	Bogota
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
Denmark	Copenhagen
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
Holy See	Rome
Hungary	Budapest
Indonesia	Djakarta
Iran	Tehran
Ireland	Dublin
Israel	Tel Aviv

Country	City
Italy	Rome
Ivory Coast	Abidjan
Japan	Tokyo
Korea	Seoul
Lebanon	Beirut
Mexico	Mexico City
Netherlands	The Hague
Norway	Oslo
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
Republic of Viet-Nam	Saigon
Senegal	Dakar
South Africa	Pretoria
Spain	Madrid
Sweden	Stockholm
Switzerland	Berne
Thailand	Bangkok
Tunisia	Tunis
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United States of America	Washington
Venezuela	Caracas
Yugoslavia	Belgrade
Zaire	Kinshasa

#### B) NON-RESIDENT

(Canadian representative resident at the Canadian mission shown in brackets)

Afghanistan (Pakistan)
Bolivia (Peru)
Bulgaria (Yugoslavia)
Burma (Malaysia)
Burundi (Zaire)
Central African Republic (Cameroon)
Chad (Cameroon)
Congo, People's Republic of (Zaire)
Dahomey (Ghana)
Dominican Republic (Venezuela)
Ecuador (Colombia)
El Salvador (Costa Rica)
Gabon (Cameroon)
Guinea (Senegal)
Honduras (Costa Rica)
Iceland (Norway)
Iraq (Iran)
Jordan (Lebanon)
Kuwait (Iran)
Libya (Tunisia)
Luxembourg (Belgium)
Madagascar (Ethiopia)
Mali (Senegal)
Mauritania (Senegal)
Morocco (Spain)
Nepal (India)
Nicaragua (Costa Rica)
Niger (Ivory Coast)
Panama (Costa Rica)
Paraguay (Argentina)
Romania (Yugoslavia)
Rwanda (Zaire)
Saudi Arabia (Lebanon)
Somalia (Ethiopia)
Sudan (Arab Republic of Egypt)
Syrian Arab Republic (Lebanon)
Togo (Ghana)
Upper Volta (Ghana)
Uruguay (Argentina)

## High commissions

### A) RESIDENT

(Canadian representative  
resident in country)

Country	City
Australia	Canberra
Barbados	Bridgetown
Bangladesh	Dacca
Britain	London
Cyprus	Nicosia
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica (1)	Kingston
Kenya	Nairobi
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Islamabad
Singapore	Singapore
Sri Lanka	Colombo
Tanzania, United Republic of	Dar-es-Salaam
Trinidad and Tobago (2)	Port-of-Spain
Zambia	Lusaka

### B) NON-RESIDENT

(Canadian representative resides  
at the Canadian mission shown  
in brackets)

Botswana (South Africa)  
Fiji (Australia)  
Gambia (Senegal)  
Lesotho (South Africa)  
Malta (Italy)  
Mauritius (Tanzania)  
Sierra Leone (Nigeria)  
Swaziland (South Africa)  
Tango (New Zealand)  
Uganda (Kenya)  
Western Samoa (New Zealand)

(1) High Commissioner also  
accredited as Commissioner  
for Canada in Belize.

(2) High Commissioner also  
accredited as Commissioner  
for Canada in the West Indies.  
(Associated States).



**Permanent delegations to international organizations**

Organization	City
European Communities (Atomic Energy, Coal and Steel, Economic)	Brussels
International Atomic Energy Agency	Vienna
North Atlantic Council	Brussels
Organization for Economic Co-operation and Development	Paris
United Nations	New York
United Nations (Geneva Office)	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris
United Nations Industrial Development Organization	Vienna

**Consulates general**

Country	City
Australia	Melbourne Sydney
France	Bordeaux Marseilles
Germany	Düsseldorf Hamburg
Iceland	Reykjavik (honorary officer in charge)
Italy	Milan
Monaco (3)	
Philippines	Manila
United States of America	Atlanta Boston Chicago Los Angeles New Orleans New York San Francisco Seattle

**Consulates**

Country	City
Brazil	Sao Paulo
Germany	Stuttgart
San Marino (4)	
United States of America	Buffalo Cleveland Dallas Detroit Minneapolis Philadelphia San Juan (Territory of Puerto Rico)

(3) Care of Canadian Consulate General, Marseilles.

(4) Care of Canadian Embassy, Rome.

ce-consulate

Country  
Brazil

City  
Brasilia D.F. (5)

Military mission

Country  
Germany

City  
Berlin (6)

Commission

Country  
Hong Kong

City  
Hong Kong

**International supervisory  
commissions**

International Commission for  
Supervision and Control (7)

Country  
Laos

City  
Vientiane

Republic of  
Viet-Nam

Saigon

International Commission of  
Control and Supervision (8)

Republic of  
Viet-Nam

Saigon

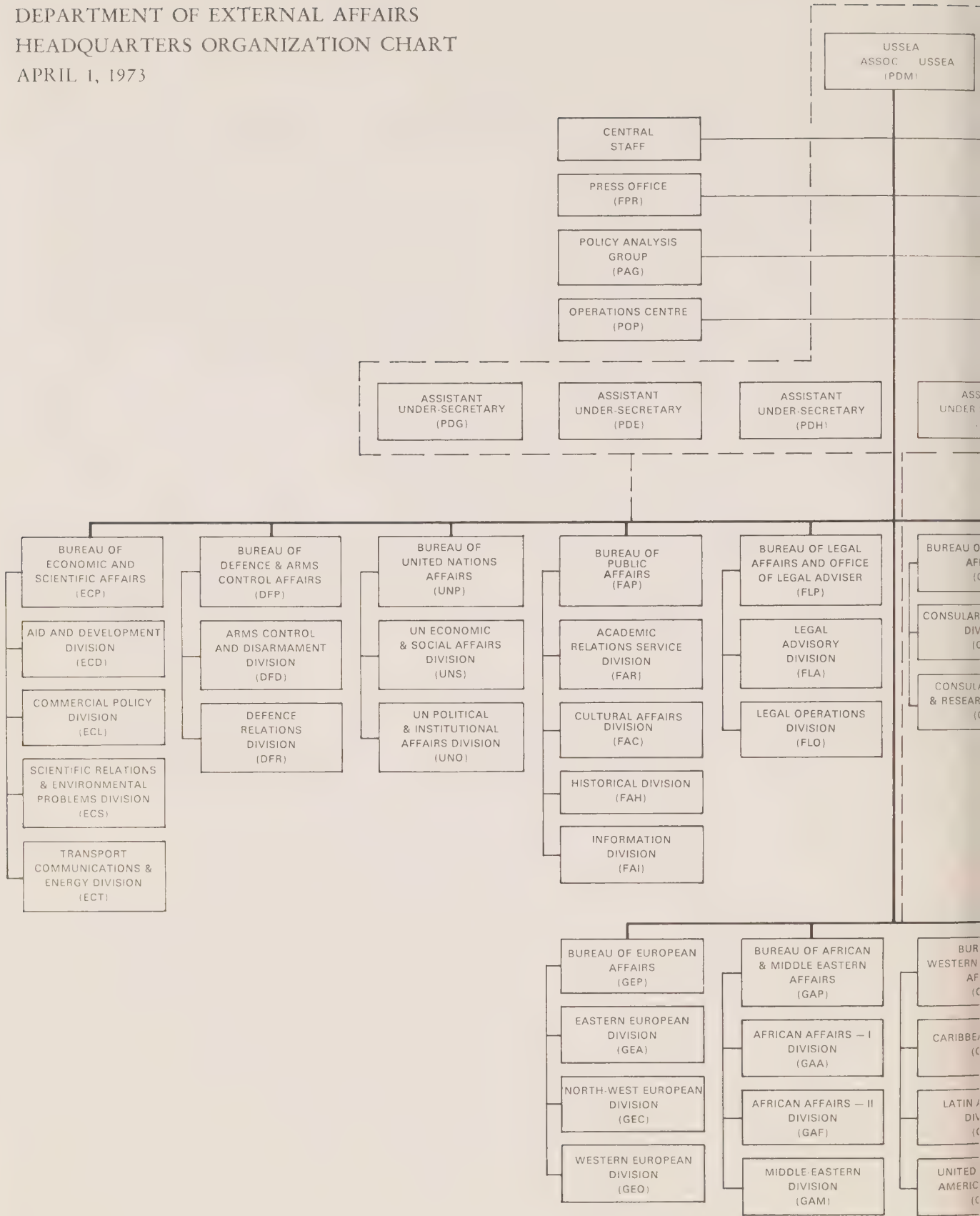
(6) Non-resident mission covered  
from Bonn.

(7) Adjourned *sine die*  
March 1973.

(8) Canadian delegation with-  
drew July 31, 1973.

) "D.F." means "Federal  
District".

DEPARTMENT OF EXTERNAL AFFAIRS  
HEADQUARTERS ORGANIZATION CHART  
APRIL 1, 1973





OTOCOL  
(PPR)

L RESEARCH  
J (SRB)

GUALISM  
OVISER  
ABC)

ION SERVICE  
PIN)

ORT OFFICE  
FPO)

OF SECURITY  
ENCE LIAISON  
PSP)

IGENCE &  
TY LIAISON  
VISION  
PSI)

Y SERVICES  
N (PSS)

OF ASIAN  
PACIFIC  
FAIRS  
GPP)

IA DIVISION  
GPE)

ASIA DIVISION  
GPS)

DIVISION  
GPO)

ASSISTANT  
UNDER-SECRETARY  
(PDA)

BUREAU OF  
CO-ORDINATION  
(FCP)

COMMONWEALTH  
INSTITUTIONS  
DIVISION  
(FCC)

FEDERAL-PROVINCIAL  
CO-ORDINATION  
DIVISION  
(FCO)

FRANCOPHONE  
INSTITUTIONS  
DIVISION  
(FCF)

BUREAU OF  
PERSONNEL  
(APP)

PERSONNEL  
OPERATIONS  
DIVISION  
(APO)

PERSONNEL PLANNING  
& DEVELOPMENT  
DIVISION  
(APD)

STAFF RELATIONS  
& COMPENSATION  
DIVISION  
(APR)

BUREAU OF  
FINANCE AND  
ADMINISTRATION  
(AFP)

AREA  
COMPTROLLERS  
SECTION  
(AFPC)

FINANCE DIVISION  
(AFF)

MANAGEMENT  
SERVICES DIVISION  
(AFS)

MATERIEL  
MANAGEMENT  
DIVISION  
(AFM)

PROPERTY  
MANAGEMENT  
DIVISION  
(AFB)

BUREAU OF  
COMMUNICATIONS AND  
GENERAL SERVICES  
(ACP)

CENTRAL SERVICES  
DIVISION  
(ACS)

LIBRARY SERVICES  
DIVISION  
(ACL)

RECORDS MANAGEMENT  
DIVISION  
(ACR)

TELECOMMUNICATIONS  
DIVISION  
(ACT)

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External Affairs  
Canada

Affaires extérieures  
Canada



Her Majesty Queen Elizabeth II and His Royal Highness the Duke of Edinburgh arrive in Ottawa for the Meeting of Commonwealth Heads of Government, August 1973.

# DEPARTMENT OF EXTERNAL AFFAIRS

Government  
Publications

A1  
A  
A55



Annual review 1974









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The Honourable Allan J. MacEachen

*Secretary of State for External Affairs.*

I have the honour to submit for your consideration the Annual Review of the Department. In accordance with the provisions of the Department of External Affairs Act, this report deals with our activities during the calendar year 1974.

*L. B. Robinson*

*Under-Secretary of State  
for External Affairs*

Ottawa, August 1975.





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## **The Search for Adjustment Transition**

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## The Search for Adjustment

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The break with the past in international relations, noted in the last two editions of the *External Affairs Annual Review*, became more pronounced during 1974. The process of détente continued to reduce the old confrontation between East and West, while a new kind of confrontation threatened between the producers and consumers of essential basic commodities. Old political problems continued and new ones appeared, but they were put in a different context by world-wide inflation and economic uncertainties. The nature and consequences of the interdependence of which many of the world's leaders spoke began to make themselves known amid confusion and problems never faced before. Most governments recognized that these new problems were of global proportions and that new kinds of international co-operation offered the only hope of finding solutions, but there were few ready answers to the questions posed.

### Major economic problems

During 1974 a deterioration of the economies of industrial countries became increasingly evident. Among members of the OECD (Organization for Economic Co-operation and Development) real growth stopped, unemployment rose, the rate of inflation remained high and exceptionally large changes in foreign trade prices and volume, particularly in the price of oil, brought substantial shifts in international payments balances.

There was no simple explanation of this situation, which involved many factors. For years industrial countries had been following expansionary fiscal and monetary policies. Many of them had experienced an economic slowdown early in the 1970s and were anxious to restore high levels of economic activity and employment; as a result, industrial production surged ahead in almost all the major countries at the same time. By 1973 the strength of this general economic expansion had begun to put

pressure on world supplies of industrial materials, and the prices of many commodities started to climb rapidly. There were also problems on the supply side; world supplies of food grains and animal feed were substantially reduced by poor harvests; supply shortfalls soon led to steeply rising food prices. In this context the international petroleum situation of late 1973, with a quadrupling of oil prices, added a crisis atmosphere.

The upsurge in international prices had followed a long period during which the prices of food, energy and many primary commodities had been remarkably stable, lagging well behind the rise in prices generally. This period was marked by substantial gains in agricultural productivity and major discoveries of low-cost mineral resources. Many primary producers claimed, however, that they were unable to obtain a fair price for their output, particularly in view of the erosion of their purchasing power as a result of inflationary pressures brought about by the expansive trend of the monetary policies of some major industrial countries. The change when it came was dramatic, and throughout the world the days of cheap food, energy and industrial materials appeared to have come to an end.

The war in the Middle East in October 1973 triggered a crisis in the supply and then also in the price of oil. During 1974 the supply situation eased and there was no shortage of oil, but the power of its producers had been demonstrated. To reduce their vulnerability, industrial countries including Canada established, under the auspices of the OECD, the International Energy Agency to help deal with questions of energy supply and future development. The vast sums of money being paid to oil producers posed a serious threat to the international monetary system and to several industrial economies.

The "petrodollars" (dollars owned by oil exporting countries) would eventually find their way back to the capital markets of the world, but there was no assurance that they



would be channelled to those countries that needed them to pay for their oil imports. This "recycling" problem has serious dimensions with regard both to the overall balance of payments and to the investment of the funds transferred to the oil producers. The best hope of overcoming the problems appeared to lie in the growing recognition of the economic interdependence between oil producers and consumers.

Canada, as both a producer and consumer of raw materials and as a nation heavily dependent on export trade, was deeply involved in the search for solutions. Canadians became aware of the need for sustained effort to find effective means of tackling the world's economic problems within the international organizations trying to deal with them. They also recognized that Canada must act in its relations with other countries in ways that would reduce Canadian vulnerability and strengthen the Canadian economy. At the same time, Canadians could see that new methods must be devised to alleviate the economic problems of the developing countries, since traditional forms of assistance could not adequately meet this challenge.

Many of the developing countries had been hard hit by inflation, and the oil crisis was a particularly severe setback for them. Other problems of acute concern to them and to the rest of the world were the focus of attention at important international meetings during the year. Canada was an active participant in the World Population Conference, held in Bucharest in August, and the World Food Conference, which took place in Rome during November. To help ease the critical food situation, Canada pledged increased contributions of food and fertilizer. Shortages were particularly serious in South Asia and in sub-Saharan Africa. In the Sahel region, years of drought brought anguish to millions of people.

Raw materials and development were the subject of international debate at the sixth special session of the UN General

Assembly in April. The developing countries used the session to present their ideas for change to the industrialized nations, and documents on a "new international economic order" were adopted. While Canada recognized the justice of many of the demands thus presented, and greatly increased the funds available for development assistance programs, it felt that the approach of the developing world did not sufficiently recognize that constructive solutions to the grave economic problems facing the world could only be achieved through co-operation between consumers and producers. But new trends were evident as governments asserted their right to larger shares of resource revenue and considered forming new producer associations.

The Third UN Law of the Sea Conference, held in Caracas over the summer, focused attention on a complex of economic, environmental, political and legal problems of great importance to Canada. Heading the Canadian delegation, Hon. Allan J. MacEachen made his first appearance on the international scene as Canada's new Secretary of State for External Affairs. The conference made significant progress toward a comprehensive treaty on the law of the sea and recommended that its next session be held in Geneva in 1975.



*On August 8, 1974, Hon. Allan J. MacEachen succeeded Hon. Mitchell Sharp as Secretary of State for External Affairs. Photo M. Bedford.*

## Other international developments

During 1974 several of the major personalities on the world stage changed as governments fell and statesmen passed from the scene. The Watergate scandal brought about the resignation of Richard Nixon as President of the United States; an espionage case prompted the resignation of Chancellor Willy Brandt of the Federal Republic of Germany; President Pompidou of France died; a general election in Britain produced a change of government; the Japanese Prime Minister was replaced; the military regime in Greece gave place to an elected government; in Portugal, years of dictatorship ended with the overthrow of the government in April; at year's end hopes were still high that democratic government would be established there and Portugal's African colonies were on their way to independence; a revolution deposed Emperor Haile Selassie of Ethiopia. In Canada, however, a federal election returned Prime Minister Trudeau's government with a substantial majority.

Progress continued during the year in building the structure of détente, a process involving the relaxation of tensions and the development of more normal and open relations between the Western democracies and the Eastern European Communist states. The Conference on Security and Co-operation in Europe (CSCE), which moved from Helsinki to Geneva for its second stage, took longer than expected but showed every sign of leading to new understandings and hopes. Parallel negotiations in Vienna on force reductions in Central Europe (MBFR), more difficult and slower, engaged members of NATO and the Warsaw Pact on matters directly related to their security. The U.S. and the U.S.S.R., at a summit meeting in Vladivostok in November, agreed on further steps to limit strategic arms. Despite occasional irritants and major differences, the Soviet-American relationship stayed on the road toward better understanding.

Among the Western allies there was

concern about the adequacy of consultation on global and European matters, particularly between the U.S. and the members of the EEC. The problem had been worked out by the time of the 25th Anniversary of the signature of the North Atlantic Treaty; NATO foreign ministers meeting in Canada in June subscribed to the Ottawa Declaration on Atlantic Relations, reaffirming their commitment to the principles of the treaty and pledging to strengthen their practice of consultation. On the Alliance's southern flank, Greece and Turkey confronted each other over events in Cyprus; although a military clash between them was avoided, no solution to Cypriot problems had been found by year's end. The Canadian peacekeeping contingent on the island was reinforced.

In the Middle East, a remarkable demonstration of diplomacy by U.S. Secretary of State Henry Kissinger brought about increased disengagement between Israel and its Arab neighbours and raised hopes that a peaceful solution to their dispute could be found, although by the end of the year none was in sight and tension continued. The Arab states, particularly because of the oil that several of them produce, were in a strong position to make their views tell, and the voice of the Palestine Liberation Organization was heard in the UN General Assembly for the first time. The new wealth and power of the Arab petroleum exporters had an impact well beyond the area as countries around the world that depended on imported oil took a fresh look at their policies and their budgets.

India's explosion of a nuclear device in May took the world by surprise. Canada had for many years assisted the Indian program of developing nuclear energy for peaceful purposes and the Government reacted sharply to the underground test, suspending all nuclear co-operation. Although the Indian Government stated that the test had been for peaceful purposes, there were fears of its effect on the



proliferation of nuclear weapons. During 1974 little progress was made toward a comprehensive ban on nuclear tests, and all five states that had nuclear weapons continued testing.

## Canada's place

Canadians know that their most important external relationship is with the United States. Given the size of trade and investment links between the two countries and the powerful influence of American cultural and social values in Canada, a primary objective of the Canadian Government has been to maintain relations that are friendly and close while also reflecting Canada's distinctive interests and priorities. Each country is the other's major trading partner, and bilateral trade between Canada and the U.S. is greater than that between any other two countries. There are, of course, problems in this relationship but ways have usually been found to deal with them with a minimum of friction.

To provide a counterweight to our relations with the U.S. without weakening that relationship, the Canadian Government has been pursuing a policy of diversifying Canada's relationships. Europe and Japan are natural partners for such diversification, and during the year an important step was taken toward establishing a contractual link with the European Economic Community. The Prime Minister visited France and Belgium, and while in Brussels called at NATO headquarters and the Commission of the European Communities. The Japanese Prime Minister visited Canada. These visits were evidence of a new emphasis on the development of relations that could be of great importance to Canada.

Canada has continued to be an active participant in the development of détente. Canadian interests and concerns in this normalization process have been pursued both through bilateral relations with the Soviet Union and other Communist countries of Eastern Europe and through the CSCE

and MBFR negotiations.

Canadians also looked elsewhere, beyond the community of industrialized nations. Traditional relations with the countries of the Commonwealth and newer ones with members of *la Francophonie* provided a link with the "third world" of developing states that offered Canada a different perspective on world problems—and on problems at home. For many years Canada has been a source of development assistance, and there was every indication that its policy in this regard would continue. But Canadians knew that new realities required new relationships, and new possibilities were being explored. Within the western hemisphere in particular, but also around the Pacific rim, in Africa and in Asia, Canada was pursuing opportunities for constructive co-operation, aware that, as never before, it was part of a global community.

*After nearly five years as Under-Secretary of State for External Affairs, A. E. Ritchie left that position because of illness in December 1974 and was appointed Special Adviser to the Privy Council Office. He is seen above receiving the Outstanding Achievement Award of the Public Service of Canada for 1973 from Governor-General Jules Léger. Mrs. Irene E. Johnston, Public Service Commissioner, and Prime Minister Trudeau were present at the ceremony.  
Photo Andrews-Newton*

*H. B. Robinson joined the Department in 1945. Appointed Deputy Minister of Indian Affairs and Northern Development in 1970, he returned in December 1974 to succeed Mr. Ritchie as Under-Secretary of State for External Affairs.  
Photo John Evans.*

Transition



# I REGIONAL ACTIVITIES

## Africa and the Middle East

In the aftermath of the October 1973 war the Middle East, with its newly-discovered power and its sudden increase in wealth, has become perhaps the most important focus of world concern and attention. Nor have the forces of change been confined solely to the Middle East. Significant among recent changes in Africa have been the end of Portugal's 500-year-old empire, the development of a new willingness for dialogue in Rhodesia and South Africa, the catastrophic droughts across the northern part of sub-Saharan Africa, and the adverse effects on developing countries of the massive price increases for oil, fertilizer, basic foodstuffs and other essential commodities.

The African and Middle Eastern region contains nearly 60 states, some of which are so poor that their GNP is less than \$100 *per capita*; others, with the increase in their oil revenues, have accumulated a combined annual surplus of \$60 billion.

Canada's relations with many of these countries arose from the ties of the Commonwealth and *la Francophonie*, from the search for markets for Canadian goods, and from the desire to assist in the development of the least-developed countries. In addition, Canada has been deeply concerned both by the Arab-Israeli dispute and the continuation of colonialism and *apartheid* in Southern Africa. But the recent changes have helped to infuse the countries of the Third World—in particular those of Africa and the Middle East—with a new sense of solidarity, both as an organized bloc in multilateral forums and as producers of scarce raw materials. Canada has recognized the significance of these developments and in 1974 undertook to extend the scope of relations in the region as a first step in the on-going process of creating stronger and deeper ties with the Third World.

## Africa

1974 may come to be regarded as the year in which the log-jam began to break on the question of racism and colonialism in Africa. As a result of the April revolution in Portugal the political face of Africa underwent a major transformation. Guinea-Bissau became independent. A transitional government was established in Mozambique to prepare for independence, and the divided liberation movements of Angola discovered enough common ground to enable them to join in negotiations with Portugal about Angola's independence. The significance of these developments was not lost on leaders elsewhere in Africa. Both Black and White Rhodesians were subjected to heavy pressure from their respective supporters to renew their efforts to resolve the political situation in rebel Rhodesia.

The Canadian Government continued its unequivocal support for the goal of democratic majority rule in Rhodesia. The economic sanctions against the Salisbury regime were maintained. But participation in the Commonwealth Scholarship Fund for Rhodesians was continued, as were contributions to the various UN funds which benefit Rhodesians.

In line with its emphasis on social justice, the Canadian Government has continued to condemn South Africa's *apartheid* policies. It has also supported the continuing efforts of the UN Secretary General to settle the Namibian issue and the right of the peoples of Namibia (South West Africa) to self-determination.

The Government's concern about the injustices existing in Southern Africa was a major factor in expending its humanitarian aid in the area. The new policy, as announced, provided for matching grants to projects organized or supported by Canadian non-governmental organizations or reputable international organizations, and did not exclude indirect assistance to members of liberation movements. It gave rise to much public discussion and scrutiny, but was finally approved by Parliament in November.



The first grants were made for a health centre in Rhodesia, an adult literacy project in South Africa, and for educational, agricultural, and medical supplies in Angola and Mozambique.

At the other end of the continent, a major upheaval took place in Ethiopia with the overthrow of Emperor Haile Selassie. In between, few of the independent countries of Africa escaped being adversely affected by world-wide inflation, increased energy costs, or drought conditions.

The Canadian Government sees its programs of development assistance to the independent countries of Africa in part as demonstrating its opposition to racial injustice. Canada's bilateral assistance to Africa as a whole totalled over \$160 million in 1974. In Commonwealth Africa the program was valued at over \$90 million. Some of the projects embarked upon were a \$22-million railways upgrading and development plan in Malawi, and a \$5 million contribution to a road which will decrease Botswana's dependence on South Africa. As the debt problem which plagued Ghana for years was resolved, Canada was able to resume its program of assistance with that Commonwealth country. In addition, a special \$230 million program of emergency assistance to the Sahel and other drought-affected areas of Africa was begun. The Government also began looking at ways to counter the disastrous effects of the energy crisis on those African countries hardest hit.

## Assistance program for the Sahel

Canada continued to maintain good relations with Francophone Africa in 1974.

The special program undertaken by the Canadian Government to help relieve drought in the Sahelian region of West Africa was designed to form, over a period of five years, the central core around which would be grouped a high proportion of Canada's main activities in Francophone Africa. It was intended that the program,



*Harnessing the ground-water resources in Mali in the drought-stricken Sahel region has been a primary relief task undertaken through Canadian aid.  
Photo Dr. Povey, IDRC.*

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## Middle East

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on which some \$230 millions will be spent, will be superimposed on several existing bilateral programs. It combines essential emergency assistance with a development plan which looks beyond the immediate future toward solutions as permanent as circumstances permit. The research and planning is to be carried on in close co-operation with the multinational Committee to Combat Drought in the Sahel and with the many multilateral or bilateral organizations, both African and non-African, which are active in the area. In an effort to ensure sound administration of Canadian assistance earmarked for the Sahel, the Canadian Government opened offices in Ouagadougou, Niamey and Bamako. They are to operate under the supervision of our embassies in Abijan and Dakar.

### Ministerial visits

Frequent and varied exchanges at cabinet level have provided an especially valuable means of communication with Francophone Africa.

During 1974 ministers from several countries of Francophone Africa, including the Vice-President of Niger, Sedo Souma Sani, visited Ottawa. Similarly, a number of prominent Canadians visited Africa.

Gérard Pelletier, Minister of Communications, had discussions on telecommunications with his counterparts in the Maghreb. Lucien Lamoureux, Speaker of the House of Commons, visited Dahomey, Niger and Ivory Coast, and Lionel Chevrier represented the Canadian Government at the official opening of the National Library of Ivory Coast.

The visits and special missions served to emphasize the expansion of Canada's exchange programs with Francophone Africa and the links which are being forged at the level of both governments and peoples.

The Middle East is becoming an increasingly important region in Canada's external relations. Not only does the Arab-Israeli conflict continue to pose a grave risk to the world's peace and security, but also the new-found prosperity of many of the Middle Eastern countries carries important implications for the international community including Canada. Canada's major concerns there include the need to achieve a just and lasting peace, putting an end to the conflict that has existed since 1947, and developing our bilateral relations in the region, particularly on the trade and economic side. Canada is, of course, concerned by the possible imbalances to the world's economic and financial payment systems created by the major increases in oil prices by some of the oil exporters. This country also plays an increasingly active role in the promotion of a consumer-producer dialogue and the search for effective recycling mechanisms for the surpluses within the context of, notably, the International Monetary Fund (IMF) and the Organization for Economic Co-operation and Development (OECD).

Canada has consistently attempted to follow a policy of balance and objectivity as between the parties to the Arab-Israeli dispute. In accordance with the principles embodied in the UN Security Council Resolution 242 of November 1967, the Government believes that all states in the region have a right to live in peace within secure and recognized boundaries. The Government continues to believe also that Resolution 242 offers a valid and available framework upon which to base the negotiations required to achieve a peaceful and lasting settlement of the dispute. Moreover, as indicated by Allan MacEachen, the Secretary of State for External Affairs, in his address on November 20, it is essential in any enduring peaceful settlement that there be respect for the sovereignty, the territorial integrity and the political independence of Israel and of every other state in the Middle East. At the same time such a settlement must take account of the



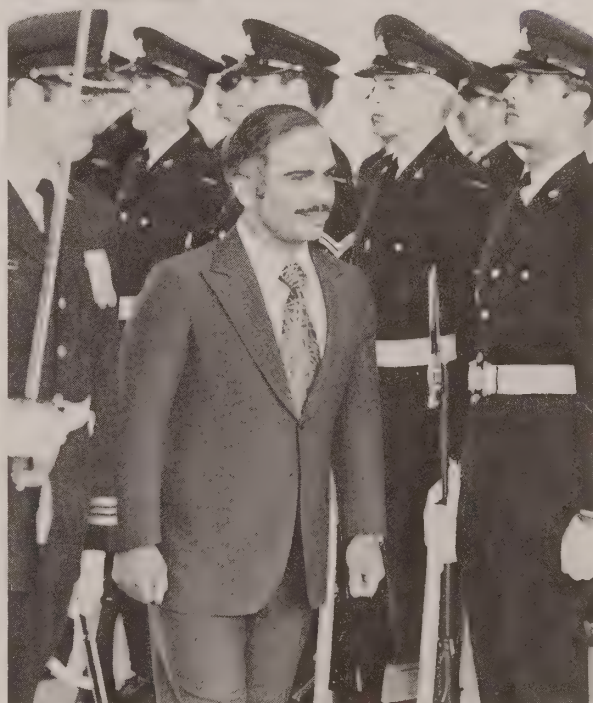
legitimate concerns of the Palestinians. In this spirit Canada supports the right of the Palestinian people to be heard and to participate in any Middle East negotiations affecting their future. Canada has also given substantial financial support to the United Nations Relief and Works Agency in its efforts to alleviate the plight of Palestine refugees. In 1974 Canada pledged \$2,050,000 worth of aid to the agency, an increase of some half million dollars over the previous year. Canada has also contributed to the maintenance of the ceasefire which followed the war of October 1973 by providing some 1,100 troops to serve with UN peacekeeping-observer forces in the Sinai and the Golan Heights.

Many of the major oil exporters of the Middle East have been putting their increased revenues to use by expanding their developmental projects. In addition, some have sought to employ a part of their surpluses to assist other countries which lack such valuable resources. Such projects offer Canada potentially valuable markets for raw materials, manufactured goods, industrial hardware and expertise. Many of these countries are increasingly receptive to Canada's potential as a reliable supplier of a wide variety of the traditional and sophisticated goods and services they require. Canadian exports to the region increased some 50 per cent in 1974, reaching an estimated \$240 million compared to \$160 million in 1973. At the same time our import bill has risen from almost \$360 million in 1973 to an estimated \$1,270 million in 1974; over 90 per cent of this was for oil, the price rises of late 1973 largely accounting for the massive increase.

We can expect an even greater two-way flow of trade in future, and one of the factors contributing to this is the significant increase in the scale of our diplomatic representation in the Middle East. 1974 saw the opening of a Canadian embassy in Jeddah, Saudi Arabia, the extension of our diplomatic relations into the Persian Gulf, and the announcement of Canada's intention to open

an embassy in Baghdad, Iraq, in the course of 1975. These initiatives are indicative of Canada's desire to strengthen bilateral relations with countries of the area, as well as recognition on Canada's part of the need to keep in closer touch with political and economic developments there.

In 1974 Canada played host to two important Middle Eastern dignitaries—King Hussein of Jordan, in August, and Prime Minister Hoveyda of Iran, in December. Among prominent Canadians who visited the Middle East in 1974 were Donald MacDonald, Minister of Energy, Mines and Resources, who visited Iran and Saudi Arabia in February, and Alastair Gillespie, Minister of Industry, Trade and Commerce, who led a delegation of Canadian businessmen to Lebanon, Saudi Arabia, Iraq and Iran in April.



*King Hussein of Jordan inspects guard of honour at welcoming ceremonies on arrival at Canadian Forces Base, Ottawa.*



## Asia and the Pacific

The countries of Asia and the Western Pacific present a wide variety of forms of government, social structures, peoples and customs. With a population of two billion increasing at a faster rate than that of the rest of the world, the countries of the region are inevitably demanding a more equitable share of the world's resources and a greater voice in the ordering of international affairs. They include some of the most highly industrialized and wealthiest countries of the world and some of the poorest and least developed. Canada has established a valuable trading relationship with the former group and has played a major role in assisting the latter.

Almost all countries in the region were deeply affected by the problems arising from the increase in energy prices, food scarcities and world-wide inflation during 1974. Progress was made toward increased trade and economic co-operation, but tensions between a number of the countries continued to exist. The Canadian Government's determination to develop a Pacific dimension in its outlook on the world was reflected in Canada's extensive and complex relations with the countries concerned. It was also manifested through the Government's actions to add new perspectives to traditional economic relationships in the interests of diversifying Canada's external relations. This was particularly the case in regard to Japan.



*During visit to Canada, Prime Minister Tanaka of Japan received honorary Degree of Law at University of Toronto. Dr. Eva MacDonald, Chancellor of the University, officiated.*

## Pacific

### Japan

In 1974 the relationship between Japan and Canada was raised to a new level in recognition of the ever-expanding mutuality of interests between the two nations. The aim of the relationship was firmly expressed when the Prime Minister of Japan visited Canada in September, and he and Mr. Trudeau agreed that "Japan and Canada would make constant efforts to cultivate, expand and enrich further their co-operative relationship in political, economic, cultural, scientific and technological, and other diverse fields, thereby placing the relationship on an ever broader and deeper basis". They hoped that a new era in Japan-Canada relations would thus be ushered in.

Of singular importance to the relationship is the economic component, and in 1974 Japan remained Canada's second largest individual trading partner. Imports to Canada increased by 41 per cent, and exports to Japan expanded by 23 per cent, to total more than \$3.5 billion. Efforts continued to increase the manufactured and upgraded content of Canadian exports to Japan.

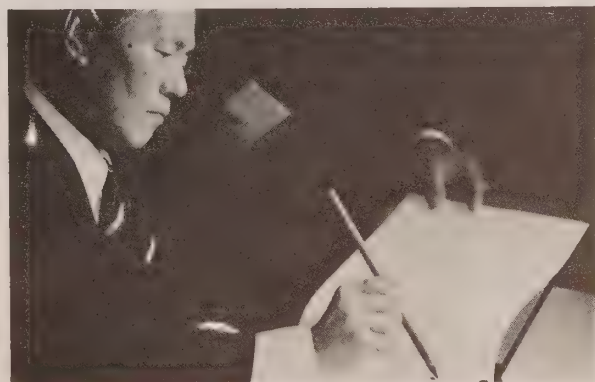
Japan-Canada contacts occurred at various *ad hoc* and institutional levels throughout the year. Prior to Mr. Tanaka's visit to Canada, he and Prime Minister Trudeau held talks in Paris in April. The Secretary of State for External Affairs, who described Japan as one of the two main centres of gravity with which we hope to strengthen our relations (the other being the European Community), met with Japanese Foreign Minister Kimura during the 1974 meeting of the United Nations General Assembly. At that time the first session of the official-level Japan-Canada United Nations consultations was also convened.

Foreign policy experts from the two countries held their annual talks in Tokyo in September, and a delegation from the National Defence College paid a highly successful visit in January. Canadian officials consulted in Ottawa with the visiting Japanese Deputy Minister for Foreign Affairs (Economic), as well as with Japan's chief delegate to the Law of the Sea Conference, and agricultural specialists.

In an effort to encourage and promote the enrichment of our mutual understanding, the Canadian and Japanese Governments each pledged at the time of Mr. Tanaka's visit to initiate matching grants of approximately \$1 million for the promotion of academic relations. These funds will be used primarily for the development of Japanese studies in Canada and of Canadian studies in Japan. They also agreed it would be desirable to conclude a cultural agreement.

The two Prime Ministers looked forward to an increasing momentum in Japan-Canada relations, to be sustained through the next meeting of the Japan/Canada Ministerial Committee (which it has been agreed will be held in 1975) and Mr. Trudeau's subsequent visit to Japan.

During 1974, in the interest of fostering mutual understanding, the Government announced its decision that Canada would participate in the International Ocean Exposition in Okinawa in 1975.



Using the traditional oriental brush, Prime Minister Tanaka signs guest book at University of British Columbia's Centre for Asian Studies.  
UPI Photo.



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## Australia and New Zealand

In the last few years there has been a marked expansion in Canada's traditionally close and friendly ties with both Australia and New Zealand. A noteworthy trend is that Canada's relations with these countries are being based more on pragmatic co-operation in the achievement of mutually desirable objectives reflecting individual national interests than on historical ties. Canada and Australia, for instance, share problems caused by widely dispersed populations, vast natural resources, divisions of responsibility between federal and provincial or state governments, and similarities in approach to foreign affairs. The two countries also share markets for the sale of a considerable range of natural resources and four of each country's respective major sales efforts are directed at the same consumers—the United States, Japan, the EEC and China.

1974 was thus a year in which governments displayed more interest than ever before in studying and learning from innovations in one another's programs for social and economic advancement at home and for foreign policy implementation abroad. Among subjects of special interest were such nationally sensitive issues as resource development, controls on foreign investment, the affairs of native peoples, marketing of agricultural produce, and improvements in techniques of government. Contacts expanded in all these areas—evidence for which was the increase in exchanges of personnel and data between counterpart government departments and agencies and the growing number of official visits. Major examples of the latter were the visits in both directions across the Pacific of a variety of Canadian, Australian and New Zealand ministers, including the visit to Wellington in February 1974 of Canada's Minister of Regional Economic Expansion, D. C. Jamieson, to attend the second session of the Canada-New Zealand Consultative Committee and the visit to Ottawa in

October 1974 of the Australian Prime Minister, Gough Whitlam.

## Other countries

Canadian involvement with countries other than Japan, Australia and New Zealand in the Pacific area has customarily been concerned mainly with development assistance, but in recent times trade and investment have been increasing. Our relations with Indonesia are now moving into a more mature phase in the economic, commercial and political fields. There have been increases in two-way trade with Malaysia and Singapore, as well as a general expansion of trade with the Philippines.

In 1974 a landmark was reached in Canada's relations with the Republic of Korea in the arrival in Seoul of Canada's first resident ambassador. The decision to establish an embassy was made in recognition of developments in the politico-security situation on the Korean Peninsula and the marked increase in Canada-R.O.K. trade.

Canada's traditional Commonwealth ties are reflected in this area in that seven countries in the Pacific region—Australia, New Zealand, Malaysia, Singapore, Tonga, Fiji and Western Samoa—are Commonwealth members.

Canada continued during 1974 to carry out its policy of contributing to the economic growth of the region and of helping bring about the conditions for enhancement of social justice and improvement in the quality of life.



## East Asia

### China

1974 was a full and productive year in Canada's relations with China. This was exemplified most clearly by the implementation of the agreements and understandings which had been reached in the fields of consular affairs, family reunion and trade during Prime Minister Trudeau's visit to Peking in October 1973. In addition, the program of exchanges of delegations, most of which had also been negotiated during Mr. Trudeau's visit, reached the highest level since the establishment of diplomatic relations in 1970.

Thus 1974 seemed to signal the initiation of a new and more complex stage in the development of Sino-Canadian relations, emphasizing more the working than the symbolic relationship. The first Chinese immigrants to Canada under the family reunion program arrived in 1974; China opened a consulate-general in Vancouver in November under the terms of the October 1973 consular understanding; and, following upon the 1973 trade agreement and successful bilateral trade discussions, Sino-Canadian trade continued to expand and diversify and a major and successful Electronics and Scientific Instruments Exhibition was mounted in Shanghai. In the first nine months of 1974 alone, Canadian exports to China rose in value to \$356 million, surpassing the total 1973 export figure of \$287 million. The non-wheat share of this was almost one-third, reflecting an encouraging diversification of our exports.

The already substantial bilateral program of exchanges was intensified and broadened. In the scientific and technological sector, Chinese delegations in seismology, laser research, open-pit coal mining and forestry visited Canada in 1974, and Canadian missions in forestry, crop

sciences and fisheries visited China. In the medical field, Canada sent a delegation to China to study techniques of acupuncture analgesia. A reciprocal Chinese delegation to Canada focused on neurophysiology and organ transplantation. Exchanges were not restricted to matters of scientific interest; in the cultural field China mounted a major exhibition of archaeological antiquities in Toronto for three months, and Canada sent delegations of university chancellors and presidents and leading media representatives to China during the year. The exchange of students was expanded to the professorial level, and sports exchanges continued to develop.

*C. John Small, Ambassador to Peking, presents selection of Canadian books to Vice-President of China's Academia Sinica, Wu Yu-Hsum.*



*Under Family Reunion Program, Chinese immigrants arrive at Vancouver.*

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## South Asia

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### Indochina

On May 9 the Secretary of State for External Affairs announced that the Canadian Delegation to the International Commission for Supervision and Control in Laos would be withdrawn from Vientiane on June 15, thus bringing to an end 20 years of Canadian participation in the work of the International Commissions in Indochina.

Canada and Laos agreed on June 15 to establish diplomatic relations and to exchange ambassadors.

Laos and the Republic of Viet-Nam took part in the International Youth Festival which was organized by l'Agence de Co-opération culturelle et technique, and held in August in Quebec City.

Canada continued to be responsive to the requirements for humanitarian relief and emergency aid in Indochina, especially in the social and medical fields. It also indicated its continuing resolve to share in special reconstruction programs once peace was restored in Indochina.

### Other relations in the region

Canada's relations with Thailand and Burma continued to develop satisfactorily and Canada continued to make a modest contribution to the economic and social development efforts of those countries. There was a further increase in trade with Hong Kong, where immigration remained a major interest for Canada since Hong Kong was not only in itself in the top five sources of immigrants to Canada but provided a focus for immigration from the East Asian region as a whole, including the successful Canada-China family reunion program.

Canada's relations with South Asia in 1974 were affected by two major factors, the severe impact on the countries of the subcontinent of the global economic crisis and the carrying out of a nuclear explosive test by India.

India, Bangladesh and Sri Lanka, and to a lesser extent Pakistan, were among the countries of the world most severely affected by increased energy import costs, world food shortages and inflation. The new situation completely disrupted economic development plans and forced these countries to seek greatly increased international assistance in order to feed their populations. Food production shortfalls in the region were made more serious by lack of fertilizers and a succession of natural calamities ranging from drought and crop failure in Pakistan, Sri Lanka and large portions of India to extensive flooding in Bangladesh and in parts of India.

Canada's response was a considerable increase in aid allocated for food and fertilizer. At the special UN Assembly in April 1974 Canada pledged an additional \$100 million for food and fertilizer, of which the major share was given to the countries of the subcontinent. At the World Food Conference in Rome in November, Canada agreed to commit one million tons of grain for world food programs in 1975 and to give increased assistance for the development of agriculture. The countries in South Asia will be the main focus for these programs.

Relations between Canada and India were sharply affected by the carrying out by India of a nuclear explosive test in the Rajasthan desert on May 18. The Government's reaction to this event was influenced by the fact that for over 20 years Canada had made a major contribution to India's development of nuclear energy for peaceful purposes. The Indian Government informed the Canadian Government that their nuclear explosive test was entirely for peaceful purposes and that they did not intend to manufacture nuclear weapons. The Canadian Government was concerned that



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## Europe

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the Indian explosion would damage international efforts, under the Non-Proliferation Treaty, to limit the proliferation of nuclear weapons. On May 22 the Government announced the suspension of all nuclear co-operation between Canada and India and a review of its future aid programs for India pending discussions with the Indian Government. Food and fertilizer aid and assistance to the agricultural sectors were not affected. Consultations with Indian officials about nuclear policy matters were held in Ottawa in July, and although a clearer understanding of each government's policies was gained, some questions remained unresolved and nuclear co-operation remained under suspension at the end of 1974.



At Ulan Bator, in May, Canada's Ambassador to the U.S.S.R., R.A.D. Ford, presented his credentials as duly-accredited Ambassador to the Mongolian People's Republic. At right is S. Luvsan, Acting Head of State and First Deputy Chairman of Presidium of the Great People's Khural. Centre, interpreter L. Davigive.

The importance of Europe's role in Canada's effort to diversify its foreign relations became more apparent than ever in 1974. Thus, for example, responding to an invitation from the Nine to make known its views on possible ways to intensify relations between Canada and the Economic Community, the Canadian Government on April 20 forwarded a memorandum to the Commission of the European Community and to the member states of the EC. The memorandum noted the many bonds which link Canada and its European partners and proposed as a first step the negotiation of a commercial agreement. The agreement would serve to support existing arrangements for consultation while creating at the same time new opportunities for expanding the scope of economic co-operation between the two parties.

On the one hand consideration would be given to the extent of evolution of Community institutions and, on the other, the proposed commercial agreement would retain the obligations imposed by existing bilateral agreements between Canada and certain of the member states. However, it would not affect the rights and obligations of the parties within the framework of the GATT.

The memorandum was accompanied by a draft text of a commercial agreement intended to serve as the basis for discussions with the Commission. On September 26 there was a meeting at which senior Canadian officials explained in detail to political representatives of the Nine the ideas set forth in the memorandum. Finally the official visit of Prime Minister Trudeau to Paris and Brussels in October gave a stimulus at the highest political level to the Canadian initiative directed toward the EC. Special attention was devoted to relations between Canada and the EC during Mr. Trudeau's talks with his European counterparts, whose attitude proved to be most encouraging.

As a result it was agreed at the conclusion of the discussions with the



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Commission that exploratory talks would be held aimed at defining the form and content of a contractual relationship which might be negotiated in due course. The main documents indicating the development of the Canadian initiative directed towards the Nine were tabled in the House of Commons on November 5.

This closer relationship which Canada sought with the European Community was paralleled, to a degree, by efforts to develop closer relations with the Community's individual members. At the same time there was growing bilateral co-operation with non-Community members and co-operation with the nations of Europe within the UN Economic Commission for Europe, of which Canada had become a full member in July 1973. Canada since that time has taken its place as an active member seeking to become familiar with the activities of this organization.

In June Canada was host to its NATO allies at the spring ministerial meeting in Ottawa. The meeting, which is dealt with in greater detail in the defence relations section of this *Review*, had special significance for Canada since it gave birth to the "Ottawa Declaration". The Declaration was designed to strengthen transatlantic bonds while affirming, on the 25th anniversary of NATO, the principle of close consultations among the allies.

An aim of Canadian policy is to further world peace and security by reducing the tensions arising from military confrontation. The policy also recognizes that this country's own security is indissolubly linked with that of Western Europe. In line with this, Canada throughout 1974 worked with its European partners toward the goal of détente. It participated in the complex negotiations which had been taking place in Vienna since October 1973—negotiations aimed at mutual and balanced force reductions in Central Europe between members of NATO and of the Warsaw Pact. A reduction of tensions caused by the Cold War and the general improvement in

relations between the United States and the Soviet Union—exemplified in particular by the SALT agreements—accounted to a large extent for the improved climate which prevailed in East-West relations. Canada continued in 1974 to play an important role in the working out of NATO policy in this field.

## CSCE Conference

Similarly, but in a somewhat broader perspective, Canada took part in the Conference on Security and Co-operation in Europe. The first stage of this gathering, in which 35 countries participated, had been held in Helsinki, at ministerial level, in July 1973. The second stage, at ambassadorial level, opened in Geneva in September of the same year and continued throughout 1974 with encouraging results. The goal of these negotiations, in which Canada has played an active role alongside its NATO allies, was the adoption of a series of documents intended to serve as a basis for improved East-West co-operation. In this context Canada attached special importance to the freedom of movement of individuals and to the reunification of families.

Canada's interests in Europe are not limited to the political, economic and military spheres, important as they may be. Thus it was with special satisfaction that the Canadian Government saw its efforts rewarded when the 18th general conference of UNESCO, meeting in Paris in the autumn, adopted a resolution making Canada a member of the European group so that it might participate in the regional activities of the organization.

Exchanges between Canadian and European Parliamentarians increased; to cite one example only, a delegation of Canadian senators and MPs visited Strasbourg in January at the invitation of their colleagues in the Consultative Assembly of the Council of Europe.



*On NATO parade ground in Brussels, RCMP joined Belgian Escorte Royale to present this equestrian spectacle.*



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## Western Europe

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It was in the context of Canada's continued efforts to strengthen its links with Western Europe, especially with member countries of the European Community, that one of the notable events of 1974 took place—the visit to France and Belgium of Prime Minister Trudeau.

During Mr. Trudeau's Paris stay attention focused primarily on the bilateral aspect of Canada-France relations. In Brussels, on the other hand, the multilateral dimension of our relationship with Western Europe was more heavily emphasized. Indeed, at Brussels Mr. Trudeau disclosed to the Commission of the European Communities Canada's hope of establishing a contractual link between this country and the European Community. And as a token of our continuing attachment to the Atlantic Alliance the Prime Minister also paid a visit to NATO headquarters. Mr. Trudeau's European tour was, in fact, the first stage of a journey which was to be continued in 1975 with visits to five other member countries of the Economic Community: The Netherlands, the Federal Republic of Germany, Italy, Britain and Ireland.

### France

1974 was a significant year in the development of Canada's relations with France. Mr. Trudeau's visit to Paris in October marked the auspicious beginning of what may be considered a new chapter in the relationship. The co-operation between Canada and France which had already existed in the scientific, cultural, economic and other spheres gained further strength through new technical and industrial contacts. It was agreed, for instance, to set up working groups to study problems of energy and industrial co-operation. This move, it could be foreseen, would undoubtedly contribute to the success of the meeting of the Franco-Canadian Economic Commission, scheduled to be convened in May 1975, and to the promotion of increased bilateral trade. On

this last score it may be noted that Canadian exports to France increased markedly in 1974; during the year they rose by \$300 million, 65 per cent over the 1973 figure.

The announcement that a Canadian consulate general would be opened in Strasbourg was further evidence that the two countries were continuing to draw closer. The new post will have a European dimension, since it will provide a point of contact with the Secretariat of the Council of Europe. It will also give Canadian Parliamentarians the opportunity to exchange views with members of the Consultative Assembly of the Council of Europe and of the European Parliament, both of which bodies meet in Strasbourg.

In April, prior to his official visit to France in October, Mr. Trudeau was in Paris to attend the funeral of President Pompidou, evidence of the esteem and respect which Canada felt for the French leader. The year was also marked by a series of visits by Canadian Cabinet Ministers: Robert Stanbury, Minister of Revenue; André Ouellet, the Postmaster General; Jean Marchand, Transport; John Turner, Finance; Warren Allmand, the Solicitor General; and Bryce Mackasey, who succeeded Mr. Ouellet as Postmaster General.

During his official visit to Paris Mr. Trudeau met several times with President Valéry Giscard d'Estaing and Prime Minister Chirac, their political discussions and other activities taking place in a cordial, almost family, atmosphere.

These personal contacts between political leaders led to a strengthening of intergovernmental bonds. Accentuating this trend were the visits to France of important representatives of Canada's provinces, including the December visit of Quebec's Premier, Robert Bourassa. The annual meeting of the France-Canada Interparliamentary Association in Paris in October exemplified yet another aspect of the closer bonds with France.



For its part Canada in 1974 was pleased to play host to a number of French ministers: Jean Sauvagnargues (Foreign Affairs); Pierre Mazeaud (Youth and Sports); Simone Veil (Health); Norbert Segard (Secretary of State for External Trade); and General François Maurin, Chief of Staff of the French Armies.

Close co-operation also marked Canada-France relations within international organizations such as the UN, NATO, OECD, ICAO and the Agency for Cultural and Technical Co-operation.

## Benelux

1974 was an active year for Canadian diplomacy in the Benelux countries. All three—Belgium, Luxembourg and The Netherlands—are members of the European Community and the first two also form part of the Francophone group of countries. It was natural, therefore, that in 1974 Canada's efforts to diversify its international activities were marked by a number of high-level talks with representatives of all three countries on subjects of mutual concern.



The outstanding event of the year was Prime Minister Trudeau's trip to Brussels, where he visited the headquarters of the European Community and of NATO and also had discussions with Prime Ministers Tindemans of Belgium and Thorn of Luxembourg.

Mr. Trudeau's diplomatic activities in the Benelux countries supplemented those of Mitchell Sharp, Secretary of State for External Affairs during the earlier part of 1974. Mr. Sharp conferred with Mr. Thorn, Luxembourg's Minister of External Affairs at the time, in Ottawa in April, and with Renaat Van Elsslande of Belgium and Max Van der Stoep of The Netherlands in June. Mr. Sharp's successor, Mr. MacEachen, also met the Belgian and Netherlands ministers later in the year. Both showed particular interest in multilateral questions including the Canadian proposal for a contractual agreement with the European Community, defence problems, and the two major conferences—the MBFR and the CSCE—which were taking place in Europe at the time.

Following Jules Léger's appointment as Governor General of Canada, Lucien Lamoureux, former Speaker of the House of Commons, was named to succeed him as ambassador to Belgium and Luxembourg. Luxembourg also appointed a new ambassador to Canada in the person of Adrien Meisch, a career diplomat.

Of special importance in the bilateral context was the signing of an air agreement with The Netherlands on June 17. It provided for the improvement of existing air links and for the initiation, when traffic requires it, of an air route between The Netherlands, West Indies and Canada.

*Prime Minister Tindemans of Belgium greets Prime Minister and Mrs. Trudeau on arrival at Brussels airport. CP Photo.*

Canada's exports to The Netherlands in 1974, amounting to \$380 million, represented an increase of 35.8 per cent over the level of the preceding year. Imports from The Netherlands reached \$162.4 million—a 37.6 per cent rise. Canada's sales to the Belgium-Luxembourg Economic Union (BLEU) totalled \$363.4 million—29 percent up—while imports from the Union were valued at \$173.4 million, an increase of 67.1 per cent.

## Switzerland and Austria

Canadian-Swiss relations, historically cordial, were marked by visits to Switzerland of Quebec's premier, Robert Bourassa, and officials of several other Canadian provinces. The embassy in Berne co-operated in providing useful introductions in government and business circles.

Despite 1974's serious economic difficulties, the volume of trade between Canada and Switzerland rose from \$181 million in 1973 to \$232 million, an advance of 28 per cent.

Close relations with Austria were also maintained in 1974. The high priority which both Canada and Austria give to the international organizations of which they are members was exemplified by their co-operation within the framework of UN peacekeeping operations in Cyprus and in the Middle East.

Trade between the two showed a slight increase over the 1973 level reaching a total of \$72 million.

## Italy

The customary high degree of friendly co-operation between Canada and Italy, both bilaterally and in multilateral forums, continued in 1974. There were numerous intergovernmental exchanges of views on a wide range of subjects of common interest such as East-West relations, the global energy situation, the international monetary system and world food and population problems.

The meeting of the North Atlantic Council in Ottawa in June was the occasion for a visit to Canada by Foreign Minister Aldo Moro, later to become Prime Minister of Italy, and useful bilateral discussions took place during it.

Canada-Italy trade continued to increase during 1974, attaining a level of more than \$750 million, an increase of 46 percent over the previous year.

In accord with recent immigration patterns, almost 5,000 Italians came to Canada as immigrants in 1974. In September the Under-Secretary of State for Foreign Affairs (Emigration), Luigi Granelli, paid an unofficial visit to Canada during which he had informal talks with federal and provincial authorities and meetings with leaders of the Italo-Canadian communities.

In co-operation with Italian and Ontario authorities the Department assisted in arranging for a visit to Italy by Premier Davis in September.

In the area of cultural co-operation Canada was the featured country at the Sorrento Film Festival, thus enabling the Italian public to obtain a better appreciation of Canadian cinematic achievements. Also, a Canada-Italy Film Co-production Agreement was ratified in 1974.

## Turkey

Canada maintained its friendly co-operation with Turkey in multilateral forums such as NATO and the United Nations. Useful co-operation was also effectively pursued in bilateral channels.

Foreign Minister Turan Gunes visited Canada for the meeting of the North Atlantic Council in Ottawa in June. Subsequent to this meeting, events on Cyprus necessitated frequent exchanges of view with Turkish authorities on the Cyprus problem, particularly as it affected the operations of UNFICYP.

Two-way trade between Canada and Turkey in 1974 increased noticeably to a total value of \$41.5 million. Canadian



exports to Turkey increased by more than 200 per cent to a level of \$38.9 million.

## Greece

Canada warmly welcomed the restoration of democratic government in Greece and looked forward to expanded co-operation with that country.

Following the meeting of the North Atlantic Council in Ottawa, which was attended by the Greek Foreign Minister, the events in Cyprus and the emergence of a new Government in Greece resulted in frequent exchanges of views on the Cyprus situation and related matters. Canada regretted the Greek decision to withdraw from the NATO integrated command, but hoped for continued close co-operation within the political framework of the Alliance.

Canada-Greece trade fell off slightly in 1974 but remained significant at a total value of almost \$64 million.

## The Holy See

Representatives of the Holy See and Canada in 1974 continued their mutual consideration of questions which have been of particular concern to Canada, for example, human rights, economic under-development, decolonization, détente and peacekeeping. In addition, they exchanged views during two important conferences held under UN auspices—the Conference on Population in Bucharest and the World Food Conference in Rome. During his attendance at the latter gathering, the Secretary of State for External Affairs, Mr. MacEachen, was received in private audiences by His Holiness Pope Pius VI.

## Federal Republic of Germany

In 1973 the then Secretary of State for External Affairs, Mitchell Sharp, and the Foreign Minister of the Federal Republic of Germany, Walter Scheel, had exchanged

notes setting forth their mutual desire to promote bilateral, high-level consultations on a wide range of subjects. In 1974 ministers and officials of the two countries carried out a number of consultations along the lines suggested.

On January 1 an agreement came into force making available to the armed forces of the FRG the training facilities of Camp Shilo in Manitoba. The first trainees arrived there in May, and during the good weather season some 5,000 soldiers received training. The agreement played its part in improving inter-country co-operation within the NATO context.

In May a consultative meeting was held in Bonn along the lines set forth in the Canada-FRG agreement on scientific and technical co-operation. Participating were representatives of Canadian federal and provincial agencies with responsibilities in the fields of the sciences and technology, the sea, the earth sciences, the environment, and information and communications.

In consultation with the provinces, Ottawa continued negotiations for a cultural agreement with the FRG.

Trade continued to rank importantly in Canada's relations with West Germany. In 1974 the total volume reached \$1.25 billion, 23 percent higher than the previous year's level.

Officials in the Canadian Embassy in Bonn and in the consulates assisted the growing number of visiting Canadian provincial representatives to make useful contacts in German official and business circles.

## Spain

Normal relations with Spain were maintained throughout the year. Canadian investment in Spain continued to show a distinct upward trend. There was also a substantial increase in trade to a total amount of slightly over \$200 million.



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## Eastern Europe

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### Portugal

Shortly after the overthrow of the Portuguese Government on April 25 Mr. MacEachen assured the Portuguese Foreign Minister, Mario Soares, during sessions of the NATO ministerial meeting that he was taking a sympathetic interest in the developments in Portugal. He indicated that Canada was especially pleased with the new regime's policies of decolonization and restoration of democracy.

In September the Portuguese Secretary of State for Immigration, Pedro Coelho, paid an unofficial visit to Canada accompanied by several senior Portuguese officials.

Some 15,300 Portuguese immigrants entered Canada in 1974 making Portugal second only to Britain as the most important source of European immigrants.

### Malta

Friendly exchanges between the Canadian and Maltese Governments occurred by way of ambassadorial visits and continued co-operation in the UN and Commonwealth contexts.

In 1974 the Canadian Government continued to give practical expression—in the bilateral and international context—to its support for East-West détente. While the pace of the development of relations and co-operation with the East European countries varied according to the possibilities, Canada's goal was to maintain and expand relations on the basis of mutual interest and as a contribution to international understanding and security. High-level visits, political and trade consultations, cultural exchanges, sports and tourism all contributed to the implementation of this policy.

### Soviet Union

During 1974 the improvement of political contacts with the Soviet Union and the development of our trade, economic, cultural and scientific relations remained prime objectives of Canada's policy toward the Soviet Union. In September Mr. MacEachen met Soviet Foreign Minister Gromyko at the United Nations in New York for annual bilateral talks under the 1971 Protocol on Consultations. Exchanges between government officials took place on the trade and economic side. Industrial exchanges continued within the framework of the eight working groups established under the Canada-U.S.S.R. Agreement on Co-operation in the Industrial Application of Science and Technology.



*Mitchell Sharp, Secretary of State for External Affairs, co-signs Canada-U.S.S.R. Trade Protocol Agreement with Russian Ambassador to Canada, Alexander N. Yakovlev. Industry, Trade and Commerce Minister Alastair Gillespie (standing) accompanied Mr. Sharp at ceremony.*



*Face-off in Moscow during 1974 Canada-Russia hockey series.*

Many of the exchanges provided for in the two-year Program of Scientific, Academic and Cultural Exchanges and Co-operation between Canada and the U.S.S.R. for 1974-75 were implemented. In addition to exchanges of professors, scientists and students there was an exchange of delegations in the field of primary and secondary education. Mr. MacEachen served as patron to the International Conference on Soviet and East European Studies, held at Banff in September. A large delegation from the U.S.S.R. as well as scholars from most other Eastern European countries attended. In the cultural field a well-patronized exhibit of the works of the Canadian painter Jean-Paul Lemieux was held in July

in Moscow and Leningrad, financed by the Department of External Affairs. The collection was subsequently exhibited in Czechoslovakia.

In sports there was another Canada-U.S.S.R. hockey series, the Canadian team being made up of players from teams in the World Hockey Association. Canadian skaters figured prominently in the *Moscow News* figure-skating competition in December. During the summer a group of 100 Canadian physical education experts attended study sessions in the U.S.S.R.



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CBC president Laurent Picard visited Moscow in November and signed a new protocol for co-operation between the CBC and the Soviet State Committee for Broadcasting and Television.

Fisheries problems, which continued in 1974, were the subject of special bilateral talks held in Ottawa in November. These focused particularly on arrangements for settling claims regarding damage to Canadian lobster-fishing gear by Soviet trawlers.

As the year ended both governments were giving consideration to ways of maintaining the momentum in Canadian-Soviet relations in preparation for a number of important negotiations expected in 1975.

## Poland

During 1974 numerous political, trade and economic exchanges continued to further the development of our relations with Poland. The planned visit to that country by the Secretary of State for External Affairs in June was deferred—probably until 1975—because of the Canadian general election.

In October a Polish delegation led by the Vice-Minister of Foreign Affairs, Romuald Spasowski, visited Ottawa. Privately-arranged exchanges included a visit to Poland by a Toronto Board of Trade mission and the Second Canada-Poland Round Table, sponsored by the Canadian Institute of International Affairs.

## Czechoslovakia

Political and commercial consultations took place in Prague during the May visit of the Assistant Under-Secretary of State for External Affairs, J.G.H. Halstead, and the June visit of T. M. Burns, Senior Assistant Deputy Minister of Industry, Trade and Commerce. Sports exchanges included the Canada-Czechoslovakia hockey game. The Lemieux exhibition was a major cultural event.

## Hungary

Canada-Hungary trade consultations were held in Ottawa in June, and a Toronto Board of Trade mission visited Hungary in the autumn. Academic relations were strengthened by the signing of an agreement between Carleton University and the Hungarian Institute of Cultural Relations, and in October the first Canada-Hungary Round Table took place.

## Romania

In July, V. Gliga, Romanian Deputy Minister of Foreign Affairs, visited Ottawa and held discussions with senior officials of the Departments of External Affairs and Industry, Trade and Commerce. In October Canadian-Romanian trade consultations were held in Ottawa.

On December 20, the Canadian Government announced that Atomic Energy of Canada Limited was authorized to negotiate certain specific nuclear agreements with Romania.

In 1974 commercial missions from both Ontario and Quebec visited Romania.

## Bulgaria

In October Canadian-Bulgarian trade consultations took place in Ottawa. In November a Bulgarian technological delegation visited officials of various departments of the Canadian Government and of private companies.

Canada and Bulgaria agreed in 1974 to establish a Bulgarian consulate-general in Toronto.

A Parliamentary delegation from the National Assembly of Bulgaria led by its president, Dr. V. Bonev, visited Canada in October and was received by Prime Minister Trudeau, the Secretary of State for External Affairs, the President of the Privy Council, the Minister of Industry, Trade and Commerce, and other leading Government and Parliamentary officials.



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## Northwestern Europe

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### Yugoslavia

The first round of air negotiations between Canada and Yugoslavia took place in Belgrade in April. A large delegation from the Toronto Board of Trade visited Yugoslavia in the autumn. Preparations were also made for a comprehensive round of bilateral discussions with officials of the Yugoslav Ministry of Foreign Affairs. These were scheduled to take place in Ottawa in January 1975.

### German Democratic Republic

Discussions continued in Warsaw between the Ambassadors of Canada and the German Democratic Republic with a view to establishing diplomatic relations. Final agreement had still to be reached at year's end.

Canadian foreign policy objectives vis-à-vis the countries of Northwestern Europe reflect our similar social, economic and environmental patterns. These similarities have led both to increasing exchanges of ideas and to joint or co-ordinated action in international forums. The relationship has some competitive aspects since Canada produces many of the same goods that these countries export.

### Britain

Relations between Britain and Canada during 1974 continued to develop along familiar and constructive lines. Our similar institutions and shared heritage permit easy and informal exchanges of information as well as visits dealing with a vast number of mutual concerns ranging from defence relations to the Commonwealth. These involved a fairly constant flow of ministers and officials in addition to the usual tourists and businessmen. In 1974 Britain was Canada's largest source of immigrants, further underlining the cultural similarities.

During the year the British Government undertook to review the matter of continued membership in the European Economic Community, an issue which seemed likely to be resolved in 1975. At the same time the Canadian Government was seeking a closer relationship with the EEC. Both developments could well influence long-term bilateral relations between Canada and Britain, especially in the economic sphere. In the shorter term, trade between Canada and Britain continued to grow, although more slowly than with some other industrialized countries. Technological exchanges, it was believed, could result from the British decision to opt for steam-generated heavy-water reactors similar to those of the CANDU design.

The conclusions of a major British defence review were announced in December. Its recommendations were not of a kind to impair continued co-operation

between the two countries stemming from membership in NATO and the use of each other's training facilities.

Cultural relations with Britain were given increased emphasis with the renovation of Canada House to serve as a cultural and informational centre, equipped with facilities for recitals and exhibitions. A Chair of Canadian Studies was also established in 1974 at the University of Edinburgh through the joint efforts of the Canadian Government and British and Canadian industry.

## Ireland

As almost 10 per cent of Canada's population is of Irish extraction, Canadian relations with Ireland have been historically close. A lack of contentious bilateral issues has, however, kept the profile low. In 1973-74 Ireland-Canada relations assumed greater importance because of Irish membership in the EEC and the rapidly increasing Canadian exports to and investment in Ireland. In percentage terms Ireland has been Canada's fastest-growing market within the EEC. Of these exports 60 per cent were in fabricated form and

24 per cent in end products. Canadian firms are involved in both mining and the development of offshore oil and gas deposits in the Irish Sea. While Ireland has a unique position as the only EEC country which is not a NATO member, similar interests are shared with Canada in peacekeeping and in the UN.

Immigration to Canada from Ireland decreased in 1974.

## Nordic countries

Although the Nordic countries differ one from the other they share many common attitudes among themselves and with Canada. Norway, Denmark and Iceland, like Canada, are members of NATO, but Sweden and Finland pursue foreign policies of non-alignment. Denmark is the sole member of the EEC with which Canada has sought to establish a contractual link. Although certain differences occur, especially in fisheries and sealing matters, Canadian relations with each of the Nordic countries remain very friendly.

Canada and the Nordic area have a community of interests in regional and Arctic development, environmental



*Prime Minister Olof Palme of Sweden with Prime Minister Trudeau during visit to Ottawa in October. CP Photo.*

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## Western Hemisphere

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protection, natural resources management, urban and economic planning, and industrial technology, to name a few. As a result, exchanges of information and visits from representatives of all three levels of government and private enterprise continued to increase during 1974.

Canada-Sweden ties were strengthened by the visit to Canada of the Prime Minister of Sweden, Olof Palme, in October. Mr. Palme and Prime Minister Trudeau agreed to expand scientific, technological and industrial co-operation and to broaden the areas of consultation in other fields.

The generally affluent nature of the Nordic economies, and notably the major discovery of oil in the Norwegian North Sea, presented attractive trading opportunities, although these were partially offset by the similar nature of Canadian and Nordic production. Canadian exports to the Nordic countries rose, as did imports from those countries, resulting in a small Canadian trade deficit. Norway remained Canada's main Nordic export market.

Immigration from the Nordic countries has not been large, but those immigrants who have come to Canada have integrated quickly into Canadian society because of their high entrepreneurial and technical skills.



King Carl XVI Gustaf receives 140 Canadian school-children during ten-day visit to Sweden.  
Freddy Lindstrom Photo.

Of all Canada's international relations the most intense and complex are with the United States. The massive trade in both directions across the border, the substantial investments held by citizens of each country in the other, the common border presenting opportunities for co-operation in such areas as transportation, environment and defence—all these factors and others, taken together, have led to a mutually beneficial relationship rewarding to both countries. The importance of the Canadian relationship with the United States is further illustrated by the fact that, of the 33 Canadian missions in the hemisphere, 16 are located in the U.S.

In 1974, in the western hemisphere as elsewhere, Canada vigorously pursued the "Third Option" which was defined by the Government in 1972 and pursuant to which our relations with the U.S. were to be maintained and reinforced while, in order to reduce Canadian vulnerability, relations with other countries and regions were to be developed stronger relations with the countries of Latin America and the Caribbean.

In Latin America, Canadian policies and activities have been responding to the dynamism of the region, taking into account the unique characteristics of each of the countries. Our interests have been further identified and diversified with a view to ensuring for Canada a growing role in the hemispheric community.

In the Commonwealth Caribbean, Canada continued to develop its already close relations. Note was taken of economic developments in certain of the countries of the region which, when plans for industrial development are in a more advanced stage, could lead to Canadian-Caribbean relations on a somewhat different level than in the past.



## Commonwealth Caribbean

Canada has long enjoyed close relations with the countries of the Commonwealth Caribbean. Barbados, Grenada, Guyana, and Jamaica maintain high commissions in Ottawa, and Trinidad and Tobago opened a high commission in April 1974. There is also a Commissioner for the Eastern Caribbean in Montreal who represents the West Indies Associated States. Canada has a high commission in Barbados which is also accredited to Grenada and the Leeward and Windward Islands; one in Jamaica, which is accredited as well to the Bahamas and Belize; and others in Guyana and Trinidad.

Grenada, the most southerly of the Windward Islands, which had had various forms of political association with Britain and France since 1674, became an independent state on February 7, 1974. Canada was represented at the independence celebrations by the High Commissioner-Designate. Independence came in the midst of large-scale anti-government demonstrations and some incidents of violence. Food and gasoline were short as a result of a dock-workers' strike, and another strike shut down the electricity plants.

Early in the year the media gave extensive coverage to the petition of the elected members of the State Council of the Turks and Caicos Islands which requested permission from the British Government to seek a political or economic association with Canada. The Canadian Government, after studying the proposal, considered that such a Canadian extension into the Caribbean would introduce a destabilizing factor into the region, that it was not evident that such an association would be of mutual benefit compared with the friendly relations which continued to exist, and that Canada should not seek to alter its present boundaries.

In May, St. Lucia, St. Vincent and St. Kitts established a commission to review the constitutional status of the Associated States and Montserrat, with a

view to ultimate political union among the remaining non-independent islands of the Commonwealth Caribbean. Grenada and Montserrat expressed interest only in economic integration, and Jamaica, Guyana, and Trinidad and Tobago agreed to meet the commission's costs. The commission at year's end was continuing its work, despite the death of its chairman, Sir Hugh Wooding.

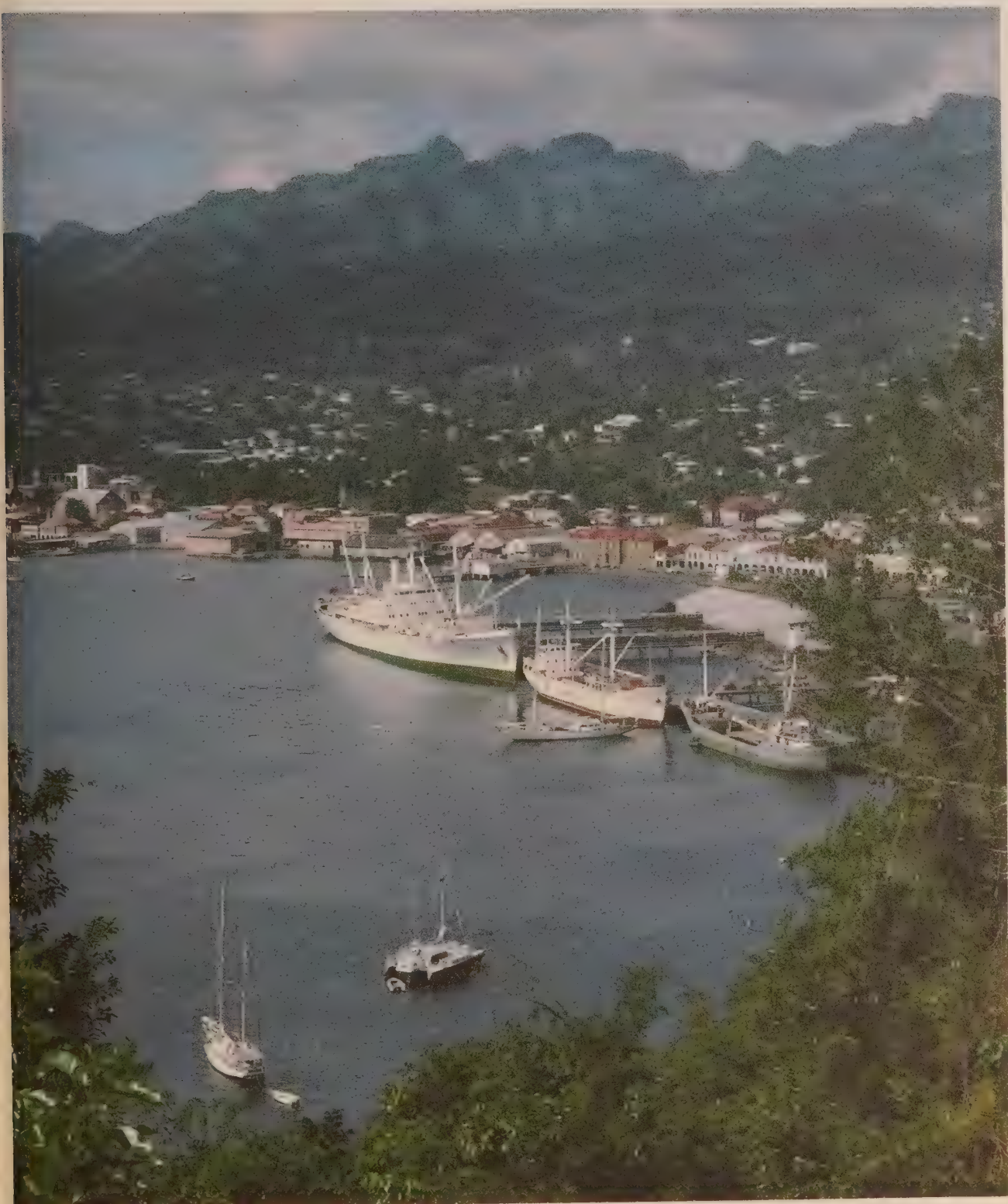
### Economic developments

The Caribbean Community, including a Common Market (CARICOM), formed in 1973 as the successor to the Caribbean Free Trade Association (CARIFTA), continued to work toward regional policies on trade, agriculture, investment and air transport. At heads of government meetings attention was directed towards such matters as regional air services, foreign investment and the establishment of a Research and Development Institute.

Negotiations for association with the EEC continued with a meeting at Kingston between representatives of the EEC and 44 African, Caribbean and Pacific (ACP) countries. Agreement in principle was reached on an association involving free access to EEC markets, stabilization of the ACP countries' export earnings, industrial co-operation and aid. Discussions concerning future Canadian trade and economic relations between Canada and CARICOM continued to be postponed pending the negotiation of a detailed agreement between the EEC and the ACP countries.

During the year increased world oil prices combined with increased production of petroleum in Trinidad and Tobago to change that country's balance of payments from a deficit to a surplus on current account.

*Kingstown harbour, St. Vincent. Canada assisted in construction of a deep-water pier and provided a technical adviser for port management.  
CIDA Photo.*





The government purchased the local holdings of the Shell Oil Company. It is planning to use its increased oil revenues to finance projects in the petro-chemical field and in energy-intensive industries. A case in point is a large aluminium smelter to be powered by energy from Trinidadian natural gas. Jamaica and Guyana would both have an equity in the project.

In March the Jamaican Government began negotiations with bauxite and alumina companies operating in the country aimed at formulating a new tax structure for the extraction of bauxite. By May no agreement had been reached, and the government imposed new arrangements in which a levy on bauxite was expressed as a percentage of the world price of aluminum ingots. The effect was to increase Jamaica's revenue from this source by approximately 800 per cent, and to alleviate the pressing balance of payments situation in which the country found itself.

The Commonwealth Caribbean continued to receive the highest per capita disbursements in Canada's aid program. As in other years aid was concentrated in social and industrial infrastructure, with assistance by Canadian experts on agriculture, transportation (especially air transport), water development, education, and development planning. Disbursements in grants and loans to the Commonwealth Caribbean have averaged approximately \$15 million a year over the last several years and are expected to increase substantially over the next five-year period.

In 1973 Canadian investment in the Commonwealth Caribbean was estimated roughly at approximately \$600 million, and this rose to approximately \$650 million in 1974. Canadian exports to the region remained fairly constant—\$137 million during 1974 as compared with \$130 million for 1973. Imports from the region for 1974 amounted to \$90 million; in 1973 they were \$69 million.

Immigration to Canada from the Commonwealth Caribbean increased

substantially in 1974 with a total of 17,700 in the first three quarters, as compared with 13,500 during the same period in 1973. (Immigration from the region for the whole of 1973 was 22,000.) The area thus continued to be Canada's third-largest source of immigration.



*Canada has provided substantial assistance to Guyanese aviation including financing of purchases of Canadian aircraft.*  
Wide World Photos.



*A new Canadian method for processing sugar cane is reaping benefits in Barbados. Cattle are being fed nutritious inner core of sugar-cane stalk. Fewer beef imports, new jobs, and advanced animal husbandry are among results.*  
CIDA Photo.



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## Latin America and the Inter-American System

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Thanks to its primary resources, the Latin American region as a whole sustained better than others the shock of the energy crisis and benefited from the relative rise in prices of raw materials. Spurred by the desire to preserve this comparative advantage, efforts to achieve greater continental solidarity were stepped up. As a result, Canadian exchanges with the region increased and were more diversified and the perception of each other's assets and potential intensified.

Canada maintains diplomatic, consular, cultural and trade relations with all the Latin American countries through 13 resident missions and dual or multiple accreditation from these missions. It is associated with the Inter-American System through a Permanent Observer mission to the Organization of American States and membership in its main developmental agencies and other bodies. Consultations with Latin American countries on multilateral questions take place also in world forums such as the UN, UNCTAD, IMF and GATT.

Favoured by the economic climate, Canadian exports to Latin America for the first 11 months reached close to \$1,076 million, almost twice the figure for the corresponding period of 1973. Imports from Latin America (including oil) more than doubled, reaching \$1,679 million. Private and official business representatives stepped up their efforts in the region. At the start of the year a large ministerial trade mission visited Mexico prior to the holding in Mexico City of the second meeting at ministerial level of the Canada-Mexico Committee. In the autumn a ministerial trade mission went to Brazil, Canadian exports to which increased over the year by 200 per cent. The visit followed by a few months one by Brazilian business leaders to Canada. The Canadian Association for Latin America (CALA), in co-operation with the Canadian Government, held conferences in Ottawa and Toronto between Canadian and Latin American

industrialists and businessmen.

Shortly after his appointment, Mr. MacEachen, the new Secretary of State for External Affairs, attended the Law of the Sea Conference in Caracas. In his meetings with the President and ministers of Venezuela the basis was laid for greatly increased exchanges with that country, a traditional oil supplier to Canada.

The visit of a Canadian Parliamentary group and of a trade and economic delegation to Cuba reflected the quickening pace of relations between the two countries.

Special delegations represented the Canadian Government at the inauguration of new heads of state in Argentina, Brazil, Colombia, Costa Rica, Guatemala, Nicaragua and Venezuela, and a Canadian Minister attended the 150th anniversary in Peru of the Battle of Ayacucho, which had marked the end of Spanish rule on the continent.

The flow of Canadian tourism increased greatly and started to spread from Mexico and Central America southward. There was a growing demand for cultural interchange. More Latin Americans came to settle in Canada and a Seasonal Workers Agreement was signed with Mexico.

In 1974 the Canadian Government's bilateral assistance to Latin American countries increased to \$24.5 million, including \$2 million through non-governmental organizations. It continued to focus on renewable natural resources, rural community development, public administration and education. Canadian aid was provided also by the churches, the Red Cross and non-governmental organizations. The president of CIDA visited Haiti and Cuba and launched new programs of co-operation with these countries. Special relief was provided to Honduras following Hurricane "Fifi" and relief to earthquake-stricken Nicaragua continued.

At the multilateral level Canada continued to contribute to the development of Latin America through membership in the Inter-American Development Bank

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## United States of America

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(BID), the Pan-American Health Organization (PAHO) and the Inter-American Institute for Agriculture Sciences (IICA), as well as the World Bank, the UN Economic Commission for Latin America (ECLA) and other UN bodies, and through support of integration efforts of the Andean Group (comprising Bolivia, Chile, Colombia, Ecuador, Peru and Venezuela). Canada is a member also of the Pan-American Institute of Geography and History (PAIGH), the Inter-American Statistical Institute (IASI), the Inter-American Centre for Tax Administration (CIAT), the Centre for Latin American Monetary Studies (CEMLA) and the Postal Union of the Americas and Spain (PUAS).



*The hybrid grain, Triticale, developed by Manitoba University's School of Agriculture, is fast becoming a major nutritional component of African and Latin American diets. IDRC scientists Herbert Floyd, Frank Zellinsky and Gerald Price are seen here conducting Canadian field studies in Mexico. IDRC Photo.*

During 1974 both Canada and the United States had to adjust to new circumstances in their domestic and international environments. As both countries developed policies in response to new conditions, this process of adjustment made itself felt in Canada's relations with its neighbour.

There are few areas of Canadian endeavour that are not affected in some fashion or degree by the American fact. During 1974 energy and economic and environmental matters were of most immediate concern.

### Economic

In 1974 Canada and the United States continued to be each other's largest trading partner. Two-way trade approximated \$40 billion, a volume greater than bilateral trade between any other two countries. There were, however, some difficulties in some aspects of the trading relationship.

Agricultural trade posed a serious problem. To support a stabilization program, Canada imposed quotas on imports of cattle, beef and veal. The U.S. response was to impose quotas against imports from Canada of live cattle, beef and veal, swine and pork. In November, Canadian and U.S. officials met to start to resolve the problem.

Similarly officials of the two countries met periodically to discuss various aspects of their industrial and investment policies. Talks were held regarding the Automotive Agreement and the Defence Production Sharing Agreement.

Early in 1974 Canada signed an agreement with the U.S. on transborder air services. It envisaged the establishment of 46 new Canada-U.S. air routes, and also provided for expanded customs pre-clearance programs in the United States.



## Energy

Against the background of the international energy crisis, energy was a significant and often difficult bilateral issue.

Canada maintained its export charge on crude oil to ensure that Canadian oil was sold at fair world market value in the United States. Moreover, Canada announced in 1974 a gradual phase-out of exports of crude oil over the period leading up to 1982. In addition, the export price of Canadian natural gas was raised in order to reflect its commodity value.

There were strong objections from some quarters in the U.S. on the oil export issue. From others, however, there were expressions of understanding, although with regret, of the reasons for the Canadian

decision. The pricing of exports of Canadian oil and natural gas was also an area where concern and misunderstanding existed in the U.S. Canadian officials in the United States therefore devoted considerable time to explaining the basis for Canada's energy policies, in order to develop a more accurate appreciation south of the border of the realities of the Canadian energy resource position.

During the year the bilateral energy situation was closely examined at talks at the ministerial and official levels. In the International Energy Agency and other multilateral organizations Canada worked closely with the U.S. and other countries on international energy and related financial questions.



*Prime Minister Trudeau with President Ford in Washington, December 1974.*



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## Environmental

Canada and the U.S. both attach a high priority to maintaining the quality of the natural environment and during the year they continued to work together to manage transboundary environmental issues in a responsible and creative manner.

There were a number of such matters of continuing concern to Canada—for example, the prospect of increased tanker traffic along the west coast of Canada, the Garrison Diversion project in North Dakota, and a proposed oil refinery at Eastport, Maine. Discussions took place during the year between officials of the two countries on these and other environmental issues.

The prospect of the transport of Alaskan oil by supertanker to U.S. refineries in the Puget Sound area remained a priority subject. Early in 1974 Ottawa proposed discussions with Washington to explore both the feasibility of various alternative supply routes to the area and of agreements on marine safety, oil spill contingency plans, legal compensation and liability, and co-operative research programs. Some progress was made in these fields.

Canada continued to press its contention that the Garrison Diversion project in North Dakota would injure health and property in Canada if proceeded with in its proposed form. A U.S. note of February 5 replying to a Canadian note reaffirmed U.S. obligations under the Boundary Waters Treaty of 1909 not to pollute water crossing the boundary “to the injury of health or property” in Canada and promised that no construction potentially affecting Canada would be undertaken unless it were clear that this obligation could be met. Officials of the two governments met in August and in the light of further studies by both sides a further meeting was planned for early 1975.

Canada continued to be deeply concerned about plans for a refinery at Eastport, Maine, which would be supplied

by supertankers through the Canadian territorial waters of Head Harbour Passage. In August the Canadian Government reiterated its view that environmental risks to Canadian waters made this project unacceptable. Hearings in the State of Maine on the issue were to conclude in early 1975.

An active program to clean up the Great Lakes continued to go forward on both sides of the border. At meetings in October officials of both governments expressed satisfaction that the increase in the progressive degradation of the lower lakes, particularly Lake Erie, seemed to have been halted.

## Defence

As in past years Canada and the U.S. co-operated closely on defence questions. The Permanent Joint Board on Defence (PJBD), the principal consultative mechanism, held regular meetings in 1974 and considered a broad variety of questions affecting bilateral arrangements for the defence of North America.

It was evident during the year that there was an increasing awareness of Canada and of Canadian policies in the U.S., particularly in the media. Canada's embassy in Washington and the 15 Canadian consular posts in the U.S. were heavily involved in trying to expand a knowledge and understanding of Canadian policies in key segments of the U.S. community.

# II MULTILATERAL ACTIVITIES

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## The Commonwealth

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Prime Minister Trudeau has characterized the Commonwealth as a "window on the world" for its various member nations. Canadian foreign policy, in the Commonwealth context, continued throughout 1974 to expand the dimensions of this metaphorical window. The Canadian commitment to the Commonwealth is not the mere consequence of history; it is rather the consequence of the adaptive and responsive qualities of the association and its ability to accommodate and further policies and ideals consistent with a harmonious world environment.

The interaction of some 300 governmental and non-governmental Commonwealth organizations and societies demonstrates not only the Commonwealth's strength and vitality, but its orientation, concern and involvement with the lives of people. Reflecting the "spirit of Ottawa" which characterized the 1973 Heads of Government meeting, Mr. Trudeau told the Commonwealth Finance Ministers that "answers that do not confer benefits upon ordinary human beings are not answers at all". People, he said, is the key word in the "spirit of Ottawa" and the "Commonwealth spirit".

In terms of the bi-annual Heads of Government meetings, 1974 was an in-between year for existing institutions and conferences in specialized fields to implement the intentions and decisions of government leaders. The Secretariat went into high gear to produce additional special studies and there was an acceleration of the pace of functional co-operation within the association. Traditional consultation and exchange of views were balanced by a fresh emphasis on practical programs.

### Finance Ministers Meeting

The annual Commonwealth Finance Ministers meeting furnishes an opportunity for the ministers to consult their Commonwealth counterparts on economic co-operation and current world economic

trends. The annual World Bank-International Monetary Fund meetings, where a Commonwealth voice has often been effective, are also discussed. The 1974 Finance Ministers' Meeting was held in Ottawa September 25 and 26, a week before the Bank-Fund meeting in Washington.

Mr. Trudeau's opening speech to the finance ministers referred to the present economic difficulties which are testing—"to the breaking point"—the resilience of the international trading and monetary system and some national economies. The Prime Minister emphasized "the absolute interconnection of events in all countries of the world, developed and developing" and "the equally absolute requirement for co-operation in our attempts to deal with those events". The importance of "social justice and individual dignity", said Mr. Trudeau, "must underline and permeate all our discussions and all our activities".

The wide range of topics discussed by the finance ministers included the controlling of inflation without serious recession; the developing countries' situation in the face of rising prices for essential imports; the recycling of petrodollars and the protection of the value of aid programs eroded by inflation. Other topics were the GATT multilateral trade negotiations, relations with the European Economic Community, problems in shipping, multinational corporations, food and fertilizer production and availability, international monetary reform and equitable and remunerative trade terms for primary products. The better understanding of how the present world economic difficulties are affecting nations at different levels of development, should enable the Commonwealth nations, within broader international forums, to continue to search for solutions based on consultation, not confrontation. The ministers requested the Secretary-General to proceed to the second stage, relating to feasibility, of a Commonwealth Investment Bank and to report on this study to the Heads of Government meeting in Jamaica in the



spring of 1975. Such a bank, it is thought, could facilitate the mobilizing of public and private capital to finance projects in directly production sectors of Commonwealth developing countries.

Another key element in the Commonwealth time-table is the bi-annual Senior Officials meeting. Cabinet Secretaries, for the second time on a regular basis, met in May to consider items referred to them by Heads of Government, to review the procedures and agenda for the next Heads of Government meeting and to continue an exchange of ideas on comparative techniques of government. They approved the establishment of the Program for Applied Studies in Government. This new Commonwealth scheme will provide senior public servants with opportunities for study and the exchange of experience.

## Other spheres of co-operation

The Commonwealth spirit embraces more than just Commonwealth leaders and officials; it reaches to the grass roots of member countries. The year 1974 opened characteristically with a ministerial

meeting in Christchurch, New Zealand, on health, physical education and recreation, and the 10th Commonwealth Games. The week of January 24 to February 2 saw 39 teams from the various member countries and associated states competing. Australia, England, Canada, New Zealand and Kenya were the top five medal winners. The Commonwealth Games Federation, which met during the activities, chose Edmonton as the site of the 1978 Commonwealth Games.

Non-governmental activities included an African Studies Conference at Dalhousie University which brought together academics from Commonwealth and Francophone countries. There were new initiatives by the National Council of the Royal Commonwealth Society and its eight branches, including a student seminar and model Heads of Government meeting organized by the Ottawa branch.

At the Sixth Commonwealth Education Conference, held in Kingston, Jamaica, in June, a proposal for a Commonwealth Program for Applied Studies in Education was examined. The agenda also featured training programs in text-book development and production, and in education supervision and administration, as well as the Book Gift Voucher Scheme, and the Commonwealth Scholarship and Fellowship Plan. The question of health-service delivery in rural areas was a main subject of the Commonwealth Medical Conference in Colombo in November. Thirty-five specialized conferences permitting detailed analysis of specific problems were also held in 1974. One such conference was a seminar during September in Blantyre, Malawi, on the training and use of medical auxiliaries in east, central and southern Africa. This was jointly sponsored by the Canadian International Development Agency and the Commonwealth Secretariat. In 1974 Canada began implementing the decision reached by the 1973 Heads of Government meeting to extend humanitarian assistance to the indigenous people of



Vernon L. B. Mendis, High Commissioner for Sri Lanka, presents Letter of Commission to Governor General Jules Léger.  
Information Canada Photothèque.





*Canada's contribution to Commonwealth Institute Exhibit, on permanent loan to London headquarters.*

southern Africa attempting to achieve independence and self-determination.

In March the Commonwealth Youth Affairs Council had its first annual meeting in New Delhi: Canada is on the Committee of Management, which supervises the implementation of the six different components of the Commonwealth Youth Program. One of these, the research program, sponsored the investigation of the effects of the mass media on youth. The studies, in Australia, Canada, Jamaica, Kenya, Malaysia, and Malta, are being conducted in association with the International Council for Adult Education, based in Toronto. Another facet of the Commonwealth Youth Program is its Commonwealth Youth Service Awards scheme. These awards are conferred on specially effective community projects involving young people in member countries, with winners receiving the opportunity to send members to study similar projects in another Commonwealth country. When the first two awards were given in December 1974 a Canadian group was one of the recipients—Victoria Cool-Aid, an "alternative service" project which began as

a hostel in 1968 and now includes a day-care centre, a medical-dental clinic, a home for teenagers, a counselling service, and a theatre. This second year of the program's operation also saw the establishment of regional Youth Training Centres in Zambia and Guyana.

Besides the Finance Ministers Meeting and the meeting of the Board of Representatives of the Commonwealth Fund for Technical Co-operation, the Tenth Commonwealth Mining and Metallurgical Congress was held in Canada from September 2 to 28. It began in Ottawa and concluded in Vancouver after touring mines, plants and laboratories across Canada. Intra-Commonwealth gatherings around the world on both the governmental and non-governmental plane ranged from those of parliamentarians, journalists and scientists to exchanges on telecommunications, forestry, and broadcasting. These diverse inter-Commonwealth contacts reflected the association's value to its members and its vitality. Of particular interest this year was the revival of meetings among Commonwealth members at the UN General Assembly. Commonwealth delegates to the

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## La Francophonie

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World Food Conference in Rome also got together before and during the conference, and Commonwealth Health Ministers and Senior Officials held their annual meeting in Geneva prior to the World Health Assembly. Such informal meetings of Commonwealth delegates are found valuable by member countries as a means of furthering understanding of each other's viewpoint on issues under examination at the larger international conferences.

In February, Grenada was welcomed into the Commonwealth as the thirty-third full and independent member.

On November 27, 1974, the Secretary of State for External Affairs, Mr. MacEachen, told the Royal Commonwealth Society in Toronto that, for Canada, Commonwealth activity has a direct, and distinct, impact on three levels:

Nationally, it satisfies the aims and aspirations of Canadians; it meets a very real need, whether conscious or unconscious, to find satisfaction for an altruistic wish to do something about the problems of the world. Within the Commonwealth itself, it reinforces the association; it helps to strengthen Commonwealth identity and character; it assists continuity of Commonwealth activities. Internationally, it reinforces the "thrust" of foreign policy generally, and helps us to do a job that must be done with Commonwealth colleagues.

At these three levels, Canada will continue to maintain and strengthen the forward posture it has consistently adopted towards the association.

As a member of the Agency for Cultural and Technical Co-operation (l'Agence de Coopération culturelle et technique), the Conference of Ministers of Education and the Conference of Ministers of Youth and Sports of French-speaking Countries, Canada again in 1974 contributed its support and active co-operation to international Francophone institutions and their activities.

### Agency for Cultural and Technical Co-operation

The Agency's new five-member Secretariat, elected at the 1973 Liège-Brussels General Conference, assumed its duties in April 1974. The Secretary General, Dankoulodo Dan Dicko, former Minister of Education of Niger, has with him four assistant secretaries general, one of whom is a Canadian, Claude Roquet.

From August 13 to 24, Canada hosted in Quebec City the first International Francophone Youth Festival sponsored by the Agency. This "Superfrancofête" brought together 1,800 young artists and athletes representing all member countries of the Agency. Warmly welcomed by the people of Quebec, the festival provided an opportunity for young people from Africa, Asia, Europe and America to experience in an atmosphere of dialogue and mutual understanding a unique cultural and athletic event—an event that bore witness to the diversity and wealth of the individual cultures represented, through the common medium of the French language. The Prime Minister of Canada, the Premier of Quebec, and the Secretary General of the Agency all attended the opening ceremony. Canadian participation in the festival was made possible by support from Quebec, a participating government of the Agency, as well as from Ontario, Manitoba and New Brunswick.

With the assistance of the appropriate departments and agencies, special attention has been paid in the Agency's programs to







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information and communications. A preparatory meeting was held in Paris in December to plan the conference scheduled for June 1975 which is to discuss methods of social communication between French-speaking countries.

Within the framework of its scientific and technical program may be noted the plan to establish a pedological (soils) data bank. Two meetings of experts to consider this project were held in March and December.

## Conference of Ministers of Youth and Sports

Canada hosted for the first time the Conference of Ministers of Youth and Sports at Montebello in August. The Minister of Health and Welfare, Marc Lalonde, spoke at the opening session to the representatives of 20 countries. The Canadian delegation was headed by Paul Phaneuf, Minister responsible for the Quebec High Commission for Youth, Recreation and Sport. He was elected chairman of the conference and will hold office until the conference scheduled for August 1975 in Rwanda.

The fifth session of the conference gave rise to a number of projects, including Canada's offer of some 40 scholarships to assist students and probationers interested in taking more advanced training in their own countries, the funding of a workshop for young volunteers, and the financing of exchange activities related to the forthcoming Olympic Games in Montreal.

## Conference of Ministers of Education

François Cloutier, Quebec's Minister of Education, led the Canadian delegation to the annual conference held in March in Lomé, Togo. One of the more important steps taken by the conference was the creation of a special commission, on which Canada was represented, to re-define the

tasks, structures and financing of the Permanent Technical Secretariat and the African and Malgache Council for Advanced Education, a subsidiary organization. Canada took part also in a conference on pharmacopoeia, organized by the African and Malgache Council in Lomé in November.

## Liaison with the provinces

Both in the context of the Agency and of the African conferences, the Department is responsible for liaison with Quebec, a participating government in the institutions, activities and programs of the Agency since 1971, as well as with New Brunswick, Ontario and Manitoba in all matters relating to the formulation of the Francophone policy of the Canadian Government and to Canadian participation in Francophone conferences.

## Non-governmental organizations

The Department assists the many private organizations at work within the French-speaking community. Where appropriate, this support takes the form of subsidies. Thus a financial grant by the Department to the Council on French Life in America (Conseil de la Vie française en Amérique) made possible Canadian representation at the Franco-American Congress held in Bedford, New Hampshire, in September. In addition to the Canadians, the Congress brought together representatives from France, Louisiana and New England.

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## United Nations

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Canada was again deeply involved in the activities of the United Nations during 1974. The UN, entering its thirtieth year of existence, remained the fulcrum of efforts of the family of nations in the attempt to maintain international peace and security, to solve international economic, social, cultural and humanitarian problems, and to promote respect for human rights and fundamental freedoms. As an original member of the body, Canada chose to make selective but extensive contributions in fields of international co-operation that touched almost every aspect of the UN's activities.

Economic questions dominated much of the work of the UN in 1974 against a background of continuing efforts to turn the uneasy truce in the Middle East into a lasting peace, and with the spectre of worsening famine in the less-developed world regions darkening the scene. The Arab nations continued to demonstrate leadership of the non-aligned countries within the world organization. A significant move was the election of Abdelazziz Bouteflika of Algeria as President of the 29th General Assembly. Indeed the display of solidarity among the non-aligned nations was a striking feature of that Assembly as they strove to attain their goal of a new world economic order more favourable to the developing countries. Controversy was also generated over the question of observer status for the Palestine Liberation Organization in the UN and the exclusion of South Africa from participation in the 29th Assembly.

The UN took another step to becoming a fully representative organization by admitting Bangladesh, Grenada and Guinea-Bissau. Canada co-sponsored each of the resolutions supporting their membership. The general debate of the Assembly included statements by many heads of state, heads of government, and foreign ministers, including the Secretary of State for External Affairs. Mr. MacEachen summed up Canada's attitude when he said:

A renewal and strengthening of

international co-operation is an urgent requirement if we are to sustain social progress and economic development. We all have a responsibility to contribute to such co-operation.

This section of the *Annual Review* is intended to focus on those areas of the UN of major concern to Canada. To avoid duplication other sections deal with UNESCO, UNCTAD, the law of the sea, and other UN-related areas. Separate sections delineating still other aspects of Canada's multilateral relations provide a fuller appreciation of the extent of Canada's involvement in the UN.

### Political and security questions

The already tense situation in Cyprus erupted into conflict in July 1974 and the matter was quickly brought before the UN. Canada joined with Greece, Turkey, Cyprus, the U.S. and the U.S.S.R. in voting for a unanimously-adopted resolution calling for heightened efforts on all sides to negotiate a political settlement.

As in 1973, Cambodia again presented a potentially highly divisive issue to the General Assembly. By a slim majority it was decided to adopt a resolution, co-sponsored by Canada, calling for talks among the parties concerned and for the provision of assistance by the Secretary-General aimed at reaching a peaceful settlement—this in lieu of a resolution proposed to the Assembly which would have expelled the representatives of the Khmer Republic and replaced them with representatives of the so-called Royal Government of National Union of Cambodia (GRUNC), headed by Prince Sihanouk.

An equally divisive item was the status of South Africa in the UN. The debate was inaugurated when the Assembly's Credentials Committee refused to accept the credentials of the South African delegation. The Assembly voted to refer the entire matter of South African status to the Security Council. In that body a move to expel South Africa



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from the UN was vetoed by Britain, France and the United States. The question then reverted to the Assembly, which ruled to accept the report of the Credentials Committee. As a consequence, the Assembly President ruled to deny South Africa the right to participate in all proceedings of the 29th Assembly. Canada unsuccessfully opposed this ruling on the grounds of our belief in the principle of universal participation in the world organization, and in the belief also that this measure would lead to the setting of a dangerous precedent for similar action against other nations in future. Canada also felt that any step to isolate South Africa from participation in world forums and from direct exposure to the opinions of other countries would reduce the chances of success in modifying South Africa's racist policies.

## The Middle East

Concern about the continuing tension in the Middle East in 1974 was highlighted by the question of Palestine. The Palestinian debate was climaxed by the dramatic appearance of Palestine Liberation Organization leader Yasser Arafat, who addressed the General Assembly in November.

This, combined with resolutions calling for the self-determination of the Palestine people (without mention of Israel's right to exist) and the granting of observer status to the PLO at the UN, were visible gains for Arab diplomacy. Support from other non-aligned countries enabled the Arab resolutions to pass, though with slimmer majorities than were expected. The result did, however, illustrate the extent of co-operation among non-aligned countries; co-operation previously demonstrated in the exclusion of South Africa from the 29th Assembly.

Canada abstained from the resolution on the right of self-determination by the Palestinian people on grounds that it did not

affirm the rights of all parties concerned, including Israel and the Palestinian people, to live in peace and security and have a voice in determining their destiny. Further, Canada did not wish to presume to decide who spoke for the Palestinian people. The Canadian delegation voted against the resolution granting the PLO permanent observer status because, in effect, it granted the PLO a status in the UN which had hitherto been accorded only to sovereign states or associations of sovereign states.

## Economic and social questions

Elected in 1973, for one year only, to an enlarged Economic and Social Council (ECOSOC), Canada in 1974 was re-elected to a full three-year term on the Council.

Traditionally ECOSOC schedules its spring session in New York and its summer session in Geneva, with any additional resumed sessions taking place, if needed, in New York.

In 1974 the 56th (spring) and the 57th (summer) sessions of ECOSOC dealt with a wide variety of economic and social issues. These included items ranging from preparations for, and consideration of, the results of the World Population Conference to relief measures for the Sahelian region of Africa. One of the most positive achievements was the creation of a "fertilizer pool", designed to help developing nations cope with the world fertilizer shortage. Canada, in view of its unique experience as both home and host country for many trans-national corporations, was active in discussions in ECOSOC regarding the role and responsibilities of such enterprises.

ECOSOC was also concerned with follow-up action regarding the Program of Action for a New International Economic Order. This program had been adopted, though with substantial reservations by a number of countries including Canada, by the sixth special session of the UN General Assembly. Among the concerns expressed



by Canada was the need for the maintenance of the rule of international law with respect to the nationalization, by the host country, of trans-national corporations.

## Range of memberships

Aside from being a member of ECOSOC itself, Canada is also a member of a number of important subsidiary or related bodies: the Economic Commissions for Europe and for Latin America, the Commission on the Status of Women, the Commission on Narcotic Drugs, and the Statistical Commission. Canada also serves on the Committee on Natural Resources, the Committee on Review and Appraisal, and the Committee on Science and Technology for Development.

## Sixth special session of UNGA

The sixth special session of the UN General Assembly, held in April 1974, was devoted to the problem of raw materials and development and was convened at the request of the President of Algeria in his capacity as a non-aligned leader. The constructive statement at this session by the then Secretary of State for External Affairs, Mitchell Sharp, plus concrete offers of immediate assistance from Canada to countries in need, combined to put Canada in a favourable position to make an effective contribution.

Immediately prior to the special session, Canada decided to provide an

additional \$100 million over and above the amount originally projected for developmental assistance programs to meet the emergency needs of the economically hardest hit developing countries, particularly in the food and fertilizer areas.

The Assembly adopted two documents by consensus: the "Declaration on the Establishment of a New International Economic Order" and the "Program of Action on the Establishment of a New International Economic Order". The basic principles that a state enjoys permanent sovereignty over its natural resources and the right to regulate all forms of foreign investment within its territory were not in dispute. The developing countries insisted, however, that the affirmation of these principles be accompanied by a specific reference to the right to nationalize foreign investment.

Canada, together with many of the developed nations, agreed to the consensus but expressed regret that it was not possible in the time allotted to refine in the text those economic trade and monetary issues which would have long-term implications for all members of the international community.

Canada also pointed out that nationalization must take place in accordance with the generally accepted rules of international law and practice governing such acts.



*Secretary of State for External Affairs Mitchell Sharp presents UN Secretary-General Kurt Waldheim with set of Canadian Olympic coins. At left is Saul F. Rae, Canada's Permanent Representative to the UN.  
UN-T. Chen Photo.*

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Reservations were also made regarding those parts of the "Program of Action" which ran counter to the spirit of consumer-producer co-operation—co-operation deemed essential by Canada to the solution of the grave problems posed by the widespread economic crisis.

## Conferences

In 1974 three important conferences took place. The first of these, the Law of the Sea Conference in Caracas, is dealt with in the section of this *Review* concerning international law.

Bucharest, Romania, was the site of the World Population Conference in August. A major result of this gathering was the decision taken by delegates representing 135 countries to emphasize the interrelations among population and other social and economic factors through integration of population policies in broadly-based development plans. This approach contrasts with the policy which had heretofore been widely accepted of emphasizing family planning and population control as the solution to the problem. The hope is that closer integration of population planning and developmental planning will, through linkages, increase the effectiveness of both.

The conference also underlined the importance of the status of women in formulating and implementing plans to effect changes in population growth.

A major accomplishment at Bucharest was to increase global awareness of population problems. In Canada, for example, hopes rose that increased attention would be given to developing a population policy for this country.

The third major gathering, the World Food Conference, took place in Rome in November. The Canadian delegation was led by Mr. MacEachen and the Minister of Agriculture, Mr. Whelan—evidence of the importance Canada attached to the discussions.

An important outcome was the

establishment of the World Food Council. The Council is charged with the development of a world food strategy under which existing and future food resources can be more efficiently utilized.

At the Rome meeting Canada was among the countries prepared to make a specific response to the food crisis. With its pledge to supply an average of 1 million tons of grain annually over a three-year period as well as to increase non-grain food aid and to provide an additional \$50 million in food and fertilizers in 1974, Canada gave positive evidence of its readiness to take a major role in easing the world food situation.

Throughout the conference the Canadian delegation emphasised the key role of the producer in ensuring an adequate world food supply. It pointed out further that environmental considerations will have to be respected if short-term gains in that supply are not to be offset by long-term losses.

## Specialized Agencies

Canada in 1974 played an active role in the work of the UN Specialized Agencies, bodies which serve as the executing agencies of the UN Development Program. Much of their work has gone unheralded, perhaps because a large part of their activities has been in continuing programs of economic, social and technical co-operation and developmental assistance. These are areas where "breakthroughs" are not always apparent to the public at large. A brief summary of a few of Canada's activities in this field in 1974 is set out below.

A Canadian, Dr. D. G. Chapman, was elected to serve as chairman of the Codex Alimentarius Commission for 1975. The Commission is a joint FAO-WHO body which deals with food standards and has been attempting to develop a uniform international set of food standards.

Canada pledged \$3.5 million to the UN Children's Fund (UNICEF) for 1975-76. This was \$1 million more than its 1974-75



contribution. The increase acknowledged Canada's strong and continuing interest in UNICEF's aims, principles and program of assistance, and was in recognition of the efficiency which UNICEF had displayed at the operational level. It also acknowledged Canada's continuing concern over the nutritional problems in developing countries.

In the International Telecommunications Union (ITU) F. G. Perrin, Director of International Arrangements for Communications Canada, was elected to membership on the International Frequency Registration Board (IFRB) at elections held at the World Administration Radio Conference in April.

In midsummer the 17th Congress of the Universal Postal Union (UPU) met in Lausanne. This was the Centennial Congress of the UPU, which was formed in 1874 and which constitutes one of the earliest examples of international co-operation. The congress saw the election of Canada as a member of its Executive Council. At the gathering Canada played an important role in efforts to revise the allocation of the UPU's expenses among its member countries. A new category of contributions, to which Canada pledged itself, was created with a view to inducing the wealthier nations to bear a greater share of the expenses, thus lessening the financial commitment of the less-developed member countries.

The International Labour Organization's 54th Conference was held in Geneva in June. Progress was made in several areas, the conference adopting conventions and making recommendations on the prevention and control of occupational hazards caused by carcinogenic substances and agents, and on the promotion of paid educational leave for workers.

Canada also participated in the 10th Conference of American states that are members of the ILO. This was held in Mexico City in November and December.

Canada continued to participate actively in the work of the Governing Body of the ILO. Canada was represented on the

Government Workers and Employers groups of this tripartite body, with Joe Morris, president of the Canadian Labour Congress continuing as chairman of the Workers group. John Mainwaring, the Canadian Government representative on the Governing Body, was seconded to the ILO to undertake a study of the possible decentralization of ILO activities in the Asian region.

At the 21st Assembly of the International Civil Aviation Organization (ICAO), meeting in Montreal in the autumn, Canada was re-elected a member of ICAO's Council.

Among matters discussed were: (1) development of new policies and activities related to air navigation; (2) the 1975-77 triennial budget; (3) enlargement of the Council of ICAO; (4) a study of international air transport fares and rates; (5) civil aviation and the environment; and (6) the policies and activities of ICAO technical assistance provided under the UN Development Program (UNDP).

## Peacekeeping

Canada, which has been a firm supporter of every UN military mediation operation since the international organization came into being, continued its traditionally strong role in this field. Canada's main contributions to peacekeeping efforts were the large Canadian contingents in UNFICYP and UNEF II in Cyprus and the Sinai region respectively.

Conceptually, a significant development in peacekeeping in 1974 was the measure of agreement reached on the respective roles of the Security Council and the Secretary-General in dealing with forces in the field. This agreement, which underlines the Security Council mandates for UNEF and UNDOF, not only went far to settle long-standing differences of opinion as to the roles of the two entities but also defined their relationship with the commander in the field.

As well as participating actively in





*Corporal Mike Smith of Timmins, Ont., keeps watch at a UN observation post in Nicosia, Cyprus. Canadian Forces Photo.*

peacekeeping discussions the Canadian delegation pressed for a higher level of training and preparedness among the armed forces of contributing countries, and a more sophisticated approach to the problems of logistics and equipment. It was hoped that these steps would facilitate the mounting of future peacekeeping operations.

Canada also expressed agreement with the financial arrangements which had been arrived at in 1973, with respect to peacekeeping operations, but pointed out that the troop-contributing countries had assumed major financial obligations in excess of their assessed share. The delegation pointed out further that peacekeeping is a collective responsibility which devolves on all member states and that there should therefore be a more equitable sharing of costs.\*

\*For further details of Canada's direct involvement in UN peacekeeping operations, see the section of this *Review* dealing with defence relations.

## UN administrative matters

The UN's biennial budget for 1974-75 rose from \$540,473,000 to \$606,033,000 (U.S.). This resulted mainly from inflationary pressure and currency instability plus new

programs initiated since the biennial budget for 1974-75 was adopted in 1973. Canada's assessment remained at 3.18 per cent, making this country the ninth-largest contributor in a total membership of 138 states.

In 1973 it had been agreed that certain UN documents would be printed in Arabic, the cost to be borne by the Arab countries. This precedent was extended in 1974 to three German-speaking countries—the Federal Republic of Germany, the German Democratic Republic and Austria. The UN also established a working group to examine the entire UN system with a view to rationalizing and improving communications between the various segments of the UN family of organizations.

## UN University

The United Nations University Centre in Tokyo—part of the UN University established by the 27th General Assembly—was opened unofficially in November, with the formal opening of the university as a whole scheduled for January 1975.

The University is to be a world-wide network of scholars and research and training centres. Its research will concentrate on three areas—world hunger, human and social development, and the management and use of material resources.

## Drug Abuse Control

Canada, which is a member of the Commission on Narcotic Drugs, pledged \$600,000 to the UN Fund for Drug Abuse Control (UNFDAC) to finance programs of education, research, training and consultation in this field.

## Human rights

In September Canada was host in Ottawa to a conference styled somewhat lengthily the UN Interregional Seminar on National Machinery to Accelerate the Integration of Women in Development and

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## Defence Relations

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### NATO

The Government's views on the North Atlantic Treaty Organization, particularly in the political field, were outlined in the section on Europe of *Foreign Policy for Canadians*, published in 1970. The Government concluded that "one of the compelling reasons for Canada to remain a member of NATO is the important political role that NATO is playing, and that Canada is playing within NATO, in reducing and removing the underlying causes of potential East-West conflict by negotiation, reconciliation and settlement".

The Defence White Paper of August 1971 further defined the Government's position and indicated its intentions with respect to Canada's military contribution to the Alliance. In it the Government "reaffirmed Canada's adherence to the concept of collective security, and announced that Canada would continue to station significant though reduced forces in Europe as part of the NATO integrated force structure . . . . The decision reflected the Government's judgment that Canadian security continues to be linked to West Europe, and that Europe is still probably the most sensitive point in the East-West balance of power. It is the area from which



Prime Minister Trudeau addresses opening session of NATO Conference in Senate Chambers of Parliament Buildings, Ottawa. Flanking him are British Foreign Minister James Callaghan (left) and NATO Secretary-General Joseph Luns of The Netherlands. CP Photo.



any conflict, however limited, might most readily escalate into all-out nuclear war engulfing Canadian territory."

1974 marked the 25th anniversary of the signing of the North Atlantic Treaty, and Canada had the honour of hosting the anniversary meeting of NATO ministers of foreign affairs in Ottawa in June. At this meeting Canada and its allies subscribed to the Ottawa Declaration on Atlantic Relations, thereby reaffirming their commitment to the principles of the North Atlantic Treaty of 1949 and to the shared values that underlie them. The members of NATO also pledged themselves "to strengthen the practice of frank and timely consultation" and "to ensure that their essential security relationship is supported by harmonious political and economic relations". This was of particular interest to Canada because of our long-standing emphasis on non-military aspects of co-operation in NATO. The Canadian contribution to NATO was explicitly recognized in the Ottawa Declaration in the following terms: "All members of the Alliance agree that the continued presence of Canadian and substantial U.S. forces in Europe plays an irreplaceable role in the defence of North America as well as of Europe."

Canada retained a prominent role in NATO affairs in the following months. During September both the non-governmental Atlantic Treaty Association and the NATO Science Committee held plenary meetings in Ottawa. And in October Prime Minister Trudeau made a successful visit to NATO headquarters in Brussels—the first visit by a Canadian Prime Minister in many years.

Progress toward genuine détente continued in 1974, in part through the Conference on Security and Co-operation in Europe (CSCE) in Geneva and the talks on Mutual and Balanced Force Reductions (MBFR) in Vienna. As a member of NATO, Canada was a full participant in both. These two sets of talks were closely related

and it was hoped that the parallel negotiations involved would lead to a lessening of political tensions in the case of the CSCE, and to a reduction of the military confrontation in Central Europe in the case of the MBFR. By year's end, important areas of agreement had emerged in the CSCE and it was possible to contemplate a successful conclusion to the conference in 1975. Progress was slower in the MBFR negotiations, which were generally recognized as being more difficult because they touched on the vital security interests of the two sides. The prospect of a new and more comprehensive strategic arms limitation agreement between the United States and the Soviet Union, following the Vladivostok summit in November, led to renewed hope for an eventual satisfactory outcome of the MBFR talks as well.

Despite these achievements certain problems arose in 1974 which remained unresolved and were a source of continuing concern to the NATO Alliance. All NATO member countries experienced in varying degrees the impact of severe inflation and energy disruptions during the year, and recessions developed in many of them. In these circumstances many of the allies shared the problem of maintaining an adequate level of defence capability in the face of serious strains on their economies. Additional difficulties appeared with the outbreak of fighting in Cyprus in the summer, and with the resulting deterioration of relations between Greece and Turkey which threatened to impair the security and cohesion of the Alliance on its southern flank.

The Canadian Government considers that NATO remains a most useful international forum for exchanging and discussing the views of its members through its structured organs, as well as in such adjunct bodies as the North Atlantic Assembly and the Atlantic Council of Canada. Membership in NATO also aids the development of Canada's political, economic and scientific-technological





Corporal J. E. G. Côté, left, and Capt. T. Haney, right, make notes while Staff Sergeant M. Mikhola of Finland looks on. The three men are part of mobile detachment of UNEF military police monitoring withdrawals along the Suez Canal.  
Canadian Forces Photo.

relations with Europe, which balance those with the United States. The Alliance allows, and obliges, both Canada and the United States to take an active role in European affairs, and exemplifies the interdependence of Europe and the North American continent.

### North American defence co-operation

The Government's 1971 White Paper on Defence stated that Canada's objective in North American defence co-operation was "... to make, within the limits of our resources, an effective contribution to continued stability by assisting in the surveillance and warning systems and in the protection of the U.S. retaliatory capacity as necessary. Co-operation between Canada and the U.S. in the joint defence of North America is vital for sovereignty and security."

The primary emphasis in this co-operation lies in North American air defence and anti-submarine defence. Canada

is a partner with the United States in the North American Air Defence Command (NORAD). The Permanent Joint Board on Defence (PJBD) is the principal consultative mechanism for Canada-U.S. defence co-operation. Some of the subjects which the Board dealt with in 1974 were concerned with the means of improving facilities for consultations, the dispersal of certain U.S. aircraft to Canadian bases in times of crisis and the NORAD Agreement itself.

Other matters of active interest relating to North American defence in 1974 were the continuing discussions being held with the United States concerning a possible Canadian port development adjacent to the U.S.-leased naval station at Argentia, Newfoundland, future closing of the Long-Range Navigation (LORAN) stations in the Baffin Bay area and the disposal of the Haines-Fairbanks oil pipeline. Studies undertaken during the year determined that the continued operation of the pipeline was no longer material to the current defence interests of North America and the feasibility of future commercial use was considered an alternative. As an on-going function the Department co-ordinates Canadian co-operation with the U.S. pertaining to the various research activities that assist in maintaining the defence preparedness of North America.



*On NATO operations HMCS Protecteur, an operational support ship (centre) refuels an American frigate. The third ship is a Canadian destroyer, Margaree. Canadian Forces Photo.*

## Defence liaison

In addition to providing a senior officer to fill the post of Deputy Commandant of the National Defence College, the Department gives advisory and administrative assistance to the Department of National Defence in its external relations falling outside the direct interests of NORAD and NATO. These include visits abroad by senior National Defence personnel, naval visits, and overflights and landings of Canadian military aircraft overseas, as well as the Annual World Field Study conducted by the National Defence College. Similarly the Department assisted in 1974 with visits to Canada by representatives of various branches of the armed forces of other countries.

## Peacekeeping

By the end of 1974 Canada had approximately 1,800 military personnel abroad in UN peacekeeping activities. During the year Canada continued its participation in such long-standing peacekeeping projects as the UN Military Observer Group India-Pakistan (UNMOGIP) and the UN Middle East Truce Supervisory Organization (UNTSO). Canadian military personnel also continued to serve in the newly-established UN Emergency Force (UNEF) in the Middle East. In addition, in 1974 Canada agreed to participate in a new peacekeeping operation, the UN Disengagement Observer Force (UNDOF) in the Golan Heights area between Israel and Syria, and increased its contribution to the UN Force in Cyprus (UNFICYP).

In the Middle East the UN Disengagement Observer Force (UNDOF) was established on May 31, 1974, at the conclusion of a disengagement agreement between Syria and Israel. As with UNEF, this Force supervises the implementation of the ceasefire and assists in facilitating conditions under which negotiations toward



a settlement among the Middle East disputants can take place. By the end of 1974 Canada was the largest single contributor to the UN Middle East peacekeeping activities, with a contingent of more than 1,000 men providing logistics, communication and air support for the international Force. During the year UNEF-UNDOF was very effective in maintaining the peace, but it was recognized that its effectiveness in the period ahead would be determined largely by the continued respect of the parties to the dispute for the terms of the ceasefire and the role of the Force.

In early 1974, although progress toward a solution of Cyprus's political problems was slow, the situation on the island had evolved to the point where intercommunal fighting was at a minimum. This relatively stable situation was abruptly altered in July, however, when the attempted overthrow of President Makarios by the Greek-led Cypriot National Guard led to a Turkish invasion and occupation of 40 per cent of the island. In response to a request from the Secretary-General of the UN, the Canadian and other contingents in UNFICYP were substantially increased to deal with the new circumstances. The Canadian contingent was almost doubled to 950 men but was subsequently reduced to about 800.

This situation, together with Canada's major new Middle East peacekeeping responsibilities, placed heavy strains on the resources of the Canadian Armed Forces. However the Government continued to support the concept of peacekeeping as an alternative to the resolution of international problems by force and considered it important to give expression to this support in a practical way.

### Military training assistance

Canada's modest military training assistance program, instituted in response to requests from developing countries, was

continued in 1974. Canada's Armed Forces are well suited to providing the impartial and professional assistance required by a number of developing countries that lack the facilities to conduct their own programs in all fields of military training.

During 1974 two Canadian officers were employed in Tanzania as advisers to the Tanzanian People's Defence Force, two officers were stationed in Ghana as training advisers, and a civilian Defence Research Board scientist was provided to Malaysia.

Under the program for training in Canada some 120 officers, officer cadets and non-commissioned officers from Cameroon, Ethiopia, Ghana, Guyana, Jamaica, Malaysia, Nigeria, Singapore, Tanzania, and Trinidad and Tobago attended military courses at various Canadian Forces training schools.



*NATO Council in session at Brussels headquarters.*



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## Arms Control and Disarmament

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Disarmament involves the destruction of existing arms and disbandment of military forces. Arms control is a term more broadly applied to international agreements designed to reduce, but in any event to limit or restrain, the levels and kinds of armaments and military forces, to lessen the potential destructive capability of such forces, and generally to promote greater military-political stability and thereby reduce the risks of war.

Arms control and disarmament agreements are related to direct security concerns of states but may contribute broadly to the lessening of tensions and improvement of political relations. Thus Canada's active participation in international discussions and negotiations on arms control is closely linked to its security interests in the defence of North America and of Western Europe and to its desire to promote international security generally. It is also closely bound to its external political interest in promoting East-West détente and peace and prosperity in the developing areas of the world.

### Strategic Arms Limitation Talks (SALT)

The most urgent arms control requirements for Canada and the world relate to nuclear weapons. Situated as it is between the two nuclear superpowers, Canada has a vital interest in seeing arms control measures concluded between the U.S. and U.S.S.R. which will promote the climate of détente between them and reduce the risks of nuclear war. While the SALT talks are bilateral in form, they are related to the direct security concerns of Canada and our NATO allies and have an impact on the whole community of nations and its interest in multilateral arms control.

Since 1972 when the United States and the U.S.S.R. concluded a series of agreements on the limitations of strategic nuclear arms, discussions between the two countries have continued in an effort to

broaden the area of agreement. Thus, at the Vladivostok summit meeting of November 1974, President Ford and General Secretary Brezhnev reached an understanding which set the framework for the negotiation of a further SALT agreement. Negotiations to this end were being carried out in Geneva.

The United States has continued its practice of consulting its NATO allies on the progress of SALT. It has been Canada's desire that the U.S. and the U.S.S.R. should seek further mutual limitations and reductions of their strategic nuclear forces in order to reverse the momentum of the nuclear arms race, reduce the potential destructive capability of nuclear arms, and enhance the stability of the nuclear balance.

### Mutual and Balanced Force Reductions (MBFR)

The most complex of international negotiations relating to military security in which Canada is directly engaged are those taking place in the Conference on the Mutual Reduction of Forces and Armaments and Associated Measures in Central Europe. Involving member countries of NATO and the Warsaw Pact, this opened in Vienna on October 30, 1973. The direct participants on the NATO side are Canada, the United States, Britain, the Federal Republic of Germany, Belgium, The Netherlands and Luxembourg. Warsaw Pact direct participants are the Soviet Union, Poland, Czechoslovakia, and the German Democratic Republic.

A general lessening of Cold War tensions in Europe, as well as the general improvements in relations between the U.S. and the U.S.S.R., reflected especially in the SALT agreements, had improved the atmosphere of East-West relations. This permitted the Atlantic Alliance and the Warsaw Pact to agree to conduct negotiations aimed at reducing the level of armed confrontation in Central Europe between the two military alliances.

Canada has been a steadfast advocate

of MBFR within the Atlantic Alliance and has played a significant role in the formulation of Alliance policy in this area. Canadian interest in MBFR resulted from a general desire to increase world security through a reduction of the tension inherent in armed confrontation, as well as from a recognition that the security of Canada is inseparable from that of Western Europe. However, Canada recognizes that, to be successful, force reductions in Europe (as in all successful arms control agreements) must promote stability and must, therefore, be carried out in such a way that they will not operate to the detriment of the security of any country. At the end of 1974 the negotiations were continuing in Vienna.

### Conference of the Committee on Disarmament (CCD)

While SALT is of a bilateral character and MBFR involves the countries of NATO and the Warsaw Pact, multilateral discussions, including non-aligned countries, have been taking place regularly in the Conference of the Committee on Disarmament (CCD), which meets in Geneva and of which Canada is a member. The Conference is concerned with those arms control and disarmament issues which are of wide concern to the international community and where adherence to agreements is sought from the largest number of countries. The conference and its predecessor, the Eighteen-Nation Disarmament Committee (ENDC), have been responsible for negotiating several multilateral arms control agreements, including the Treaty on the Non-Proliferation of Nuclear Weapons (NPT).

Though not strictly speaking a United Nations body, the CCD reports to the UN General Assembly and its deliberations and proposals are considered by the Assembly in its general debate on disarmament in the fall of each year.

### Nuclear testing and non-proliferation of nuclear weapons

In the CCD and in the UN General Assembly disarmament debates the testing and proliferation of nuclear weapons have been a continuing preoccupation of many countries. Canadian and international concern about continued nuclear testing was heightened during 1974 because all five nuclear powers carried out nuclear tests during the year and India exploded a nuclear device underground. The U.S. and U.S.S.R. pursued negotiation of a partial or threshold underground test ban, under which the two countries would agree not to carry out nuclear weapons tests over a certain yield. Canada expressed the hope that the nuclear powers would continue to move further toward a comprehensive ban.

Heightened concern was expressed by Canada in the CCD and General Assembly over the dangers of a further proliferation of nuclear weapon states. There were many factors to cause anxiety: the expansion of existing nuclear arsenals, the continued conflict and tension in several regions of the world, the demands of some non-nuclear weapon states to have independent capacities for applying nuclear explosions to peaceful purposes notwithstanding the military potential of developing such nuclear explosive technology, and the likelihood of a large increase in international transfers of nuclear materials and technology to meet world energy shortages. For these reasons Canada argued strongly in the CCD and the UN General Assembly and in consultations with other countries for stronger support for the Non-Proliferation Treaty and for greater co-operation between countries supplying and importing nuclear materials and technology to ensure that such transfers would be under more effective safeguards and would serve only peaceful, non-explosive purposes. In the General Assembly, Canada supported resolutions calling for reductions of nuclear arsenals, the halting of all nuclear weapons



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tests and international study of the future control of nuclear explosions for peaceful purposes. Canada also expressed the hope that the Non-Proliferation Treaty Review Conference in May 1975 would reaffirm the objectives of the treaty and promote wider adherence to it.

## Chemical and biological weapons

The use of chemical and bacteriological (biological) weapons is prohibited by the Geneva Protocol of 1925, but a few military powers have continued to develop, produce and stockpile chemical weapons. The Protocol was reinforced in 1972 by the negotiation in the CCD of a convention on the elimination of bacteriological weapons. The convention has been signed and ratified by a significant number of states including Canada, and was expected to enter into force in 1975. Discussions continued in the CCD on the contents of a parallel treaty that would prohibit the development, production and stockpiling of chemical weapons. Progress on this issue was slow, owing in part to the difficulty of devising adequate verification procedures that would be politically acceptable to all parties. There were also problems in defining substances that would be banned, and in determining with precision the nature of activities falling within the treaty's scope. The CCD continued in 1974 its useful examination of the question, considering in particular a number of its technical aspects. The delegation of Japan introduced a draft convention that outlined a possible formula whereby a comprehensive prohibition of chemical weapons could be negotiated in phases. Canada presented working papers on the problem of the definition of chemical incapacitating substances and on the means of destroying existing stocks of mustard gas. It also participated actively in an informal meeting of government experts on the subject of chemical weapons, convened by the CCD. The 29th UNGA again adopted with Canadian support a

resolution reaffirming the objective of prohibiting chemical weapons, urging governments to work toward this goal, requesting the CCD to continue its efforts in this regard and calling for the widest possible adherence to the treaty on bacteriological weapons.

## Conventional weapons

Pursuant to initiatives taken by several countries in the context of the Diplomatic Conference on Humanitarian Law in Armed Conflict and at the UN General Assembly, the International Committee for the Red Cross convened in 1974 a Conference of Government Experts on certain conventional weapons. This conference was the first attempt on the part of the international community to consider possible prohibitions or restrictions on the use of conventional weapons which might cause unnecessary suffering or have indiscriminate effect on the civilian population. Among the categories of weapons considered at the conference were napalm and other incendiary weapons, high-velocity projectiles, and fragmentation weapons.

Canada has sought to encourage the international consideration of this question, to ensure that governments are provided with complete information as to the nature, use and effects of such weapons, and to that end it participated actively in the Conference of Government Experts. It was expected that in 1975 consideration would be given to specific proposals for the prohibition or restriction of the use of certain of these weapons.



## Economic Affairs

The importance of economic questions in international relations increasingly blurs the traditional distinction between the political and economic aspects of foreign policy. Canadian foreign policy was described in the 1970 White Paper as the promotion abroad of Canada's objectives at home; it is not surprising, therefore, that the growing national concern for such subjects as inflation, investment, commodity prices and foreign economic penetration finds echo in the conduct of Canadian external relations. The present troubled state of the world economy and the structure of the Canadian economy, with its high dependence on export trade to sustain the standard of living Canadians enjoy, has created two imperatives. First, Canadians must expend maximum and sustained efforts to promote co-operation and find solutions to international economic problems in the multinational organizations working on these issues. Second, national policies and bilateral relations must be

shaped in such a way as to reduce harmful impacts on Canada in the short term, and to strengthen the structure and capacity of the Canadian economy to continue to bring prosperity to Canadians in the long term. Canada's ability to play a meaningful international role in almost all facets of international relations—and particularly its ability to share with those nations less fortunate than itself—depends on Canada's response to these two imperatives.

### International consultations

Canada participated in a wide range of multilateral and bilateral discussions in 1974. Preparations for the "Tokyo Round" of multilateral trade negotiations continued throughout the year. The Canadian Trade and Tariffs Committee received views on the position Canada should adopt in the trade negotiations. The passage of the U.S. Trade Act in late December paved the way for the substantive negotiations which



*This Care-Canada self-help project exemplifies co-operation between Canadian Government and private agencies in Bangladesh.*

were to open in Geneva early in 1975.

Negotiations on monetary reform in international currency markets continued under the aegis of the International Monetary Fund. In the search for an equitable and effective exchange system, Canada's concern was to see a system established that would be compatible with the trade and other obligations of individual countries. A prime concern during 1974 was to relieve the pressure on the international payment system caused by commodity shortages, rapid price changes, and the reorientation of world trade and payments patterns. Canadian policy was to harmonize international measures with national steps taken to manage our balance of payments. With the election of Finance Minister John Turner as chairman of the Interim Committee set up by the IMF to deal with the monetary crisis, Canada was able to play an influential role in these discussions.

The 1974 activities of the Organization for Economic Co-operation and Development were directly linked with the changing international situation; energy, inflation, foreign investment, multinational corporations, trade negotiations, and development assistance were all extensively discussed. Canada joined the Economic Commission for Europe (ECE) in 1973 and participated actively during 1974 in the Commission's various committees, sub-committees, and working groups. At the technical, expert level, Canada derived not insubstantial benefit from participation in the ECE. Canadian delegates also attended, for the first time as full members, the annual general session of the ECE, held in April 1974 in Bucharest. Of related interest were the economic activities in the Conference on Security and Co-operation described elsewhere in this *Review*.

## International issues

Resource policy questions created headlines and received much government attention during 1974. On the domestic scene the mineral policy review continued, as did studies to determine how the policy on the upgrading of Canadian resources might best be implemented. On the international scene new trends in resource policy emerged as important adjuncts to the "new economic order" being proclaimed by developing countries in United Nations organizations. The dominant manifestation of the new trends could be discerned on the national level through governments' assertion of their rights to larger shares of resource revenue, and on the multinational level through new attempts made by resource producers to form groups to further their common interests. Considerable effort has been expended to determine what should be the Canadian attitude toward these groups, especially for those commodities of which we are important producers (iron ore, copper, etc.) but also for the commodities for which we must depend on imports. Of the latter group bauxite is the most notable example.

International investment issues continued to demand a good deal of attention. On the domestic front 1974 saw the first year of operation of the Foreign Investment Review Agency, which screens possible takeovers of Canadian companies by foreign firms. The phenomenon of the transnational corporation occasioned much activity in international forums during 1974, ranging from study and debate to efforts to place it under stringent international and national control. In the United Nations a group of "Eminent Persons" studied its impact on developing countries and the development process; a new UN body was established as a result. Canada was to be a member of this new commission. The Commonwealth and the OECD also focused attention on the transnational corporation during 1974.



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Canada's generalized system of tariff preferences for developing countries came into effect on July 1, 1974. Under the provisions of the GSP almost all imports from developing countries now enter Canada duty-free. It was decided to review periodically the operation of the Canadian scheme to keep it consistent with both Canadian interests and the special needs of developing countries.

## Bilateral discussion

During 1974, in pursuit of its overall objective of diversification, the Canadian Government embarked on a major new program of expanding its relations with Japan and with the European Community. The highlights of these activities were the visits of Prime Minister Tanaka of Japan to Canada in September and of the Canadian Prime Minister to Paris and Brussels in October. During the Brussels discussions with the Commission both sides agreed on the importance of developing Canada-Community relations over a broad spectrum, and it was agreed that exploratory talks on the nature and scope of negotiations intended to define the form and content of the relationship between Canada and the Community should be undertaken in the immediate future. In addition to the Prime Minister's visit, regular contacts were maintained through the Canadian Mission to the Communities in Brussels and in a round of bilateral consultations between officials of the two sides in June. A further welcome development was the decision of the Communities to open a delegation office in Ottawa in 1975.

## Energy

The problems of energy supply continued to occupy considerable national and international attention in 1974. Canada remained in a unique position among major industrial countries, being an exporter of oil, uranium and coal and an importer in

large quantities of both oil and coal. Canada had, therefore, to be continually aware of international developments which affect energy supplies.

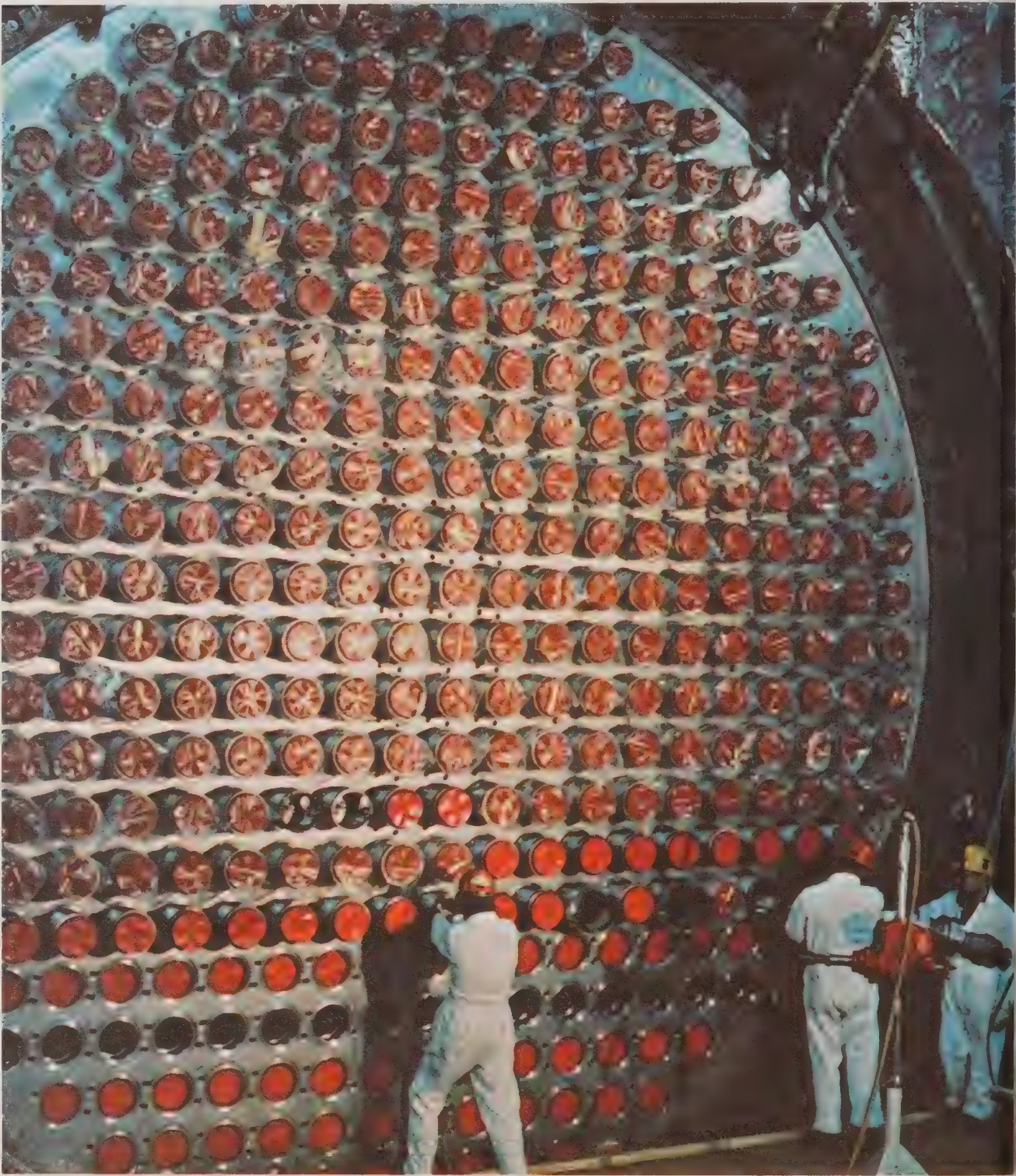
Canada fully realized that, in an interdependent world, questions of energy supply and future energy development could be conclusively dealt with only in an international context. It therefore continued to take an active part in related discussions in the OECD, the UN and NATO. The creation of the International Energy Agency under the auspices of the OECD was a reflection of the growing importance of international co-operation in dealing with energy supplies. It was through discussions and the exchange of information in these international organizations that Canada was able to keep up to date with the latest developments which might have affected its domestic fuel supply while at the same time fostering among its trading partners a realistic appreciation of the extent of Canadian energy resources. At the same time, Canada remained willing to co-operate with other countries in the development, through energy research, of those resources, in the development also of measures to ensure the stability of energy supplies at fair prices, and in seeking arrangements satisfactory to both producers and consumers of energy resources.

## Nuclear relations

1974 witnessed the technical success of the domestic CANDU program. There was also an upsurge in international uranium demand resulting from radical growth of interest in nuclear power for electricity generation. However, the year also witnessed a critical situation in the efforts of the world community to stop the further proliferation of nuclear explosive technology.

Canada faced the challenges posed by these interrelated factors. While markets for CANDU reactor systems were actively explored abroad, this country took the lead





CANDU reactors, similar to this 2,160,000 kilowatt unit at Pickering, Ont., atomic power station, are being made available for export under tightly controlled conditions. T. Boschler Photo.



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in strengthening the international safeguards related to the transfer of nuclear equipment, materials and technology. Negotiation of these conditions was undertaken with a number of existing and new customers of Canadian nuclear exports.

As one of the countries most advanced in applying nuclear power to generate electricity and in commercial uses in health and agriculture, Canada continued to support the efforts of the international community to foster the orderly growth of nuclear power for development purposes in such forums as the International Atomic Energy Agency. Canada also participated in scientific exchanges in the nuclear field on the multilateral and bilateral levels. It was represented as well at many international technical symposia and conferences.

## Telecommunications

In 1974 the Canadian Government continued to play an active role in international organizations concerned with telecommunications. Canadian delegations participated in several international conferences, including the Maritime World Administrative Radio Conference, which reviewed maritime mobile telecommunications matters, and the annual session of the ITU Administrative Council, both of which took place in Geneva.

The Canadian Government also took part in discussions with the U.S. Federal Aviation Administration and the European Space Research Organization which led to the establishment of the Aeronautical Satellite Council. Canadian representatives were present at meetings of the panel of experts, held under the auspices of the Intergovernmental Maritime Consultative Organization (IMCO), to prepare for a 1975 Diplomatic Conference on an International Maritime Satellite System. Canada also participated in discussions on the establishment and extension of international agreements providing for

maritime navigation radio facilities. The Canadian Government held talks as well with the governments of various countries concerning reciprocal amateur radio operating agreements.

## Air relations with other countries

New air agreements were concluded with The Netherlands and Fiji. Three new agreements were also signed with the U.S. on pre-clearance, charters and routes. More than a dozen rounds of negotiations were held with different countries, among them Japan, Lebanon, Spain, Norway, Sweden, Denmark, Venezuela, Switzerland and Morocco. Negotiations with these three last were successful and were expected to lead to new air agreements in 1975.

## Transportation

In 1974 the Canadian Government continued to play an active role in international organizations concerned with the various aspects of transportation. At the same time it continued to pursue bilateral arrangements with other countries to expand Canadian transport opportunities and exchange information in the areas of transport technology and management. Canadian delegations participated in all committees plus the Council and Assembly of IMCO. It also took part in the UN Conference of Plenipotentiaries on a Convention on a Code of Conduct for Liner Conferences. Most countries at this latter conference favoured a system oriented toward bilateralism, favouring the national merchant fleets of trading partners rather than the current self-regulating conference system. Canada abstained in the voting on the convention on grounds that certain provisions in the code would reduce competitive influences and could encourage a variety of shipping arrangements for other than normal commercial considerations.

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## Development assistance

Canada's official development assistance program expanded substantially in 1974 and disbursements reached a record level of \$733 million.

Multilateral institutions received over one-quarter of the total volume of aid which was channelled through such organizations as the World Bank, regional development banks, the UNDP and the World Food Program.

The bilateral aid program continued to focus on the less-developed countries of Asia, Africa, the Caribbean and Latin America.

Canada was among the countries to respond quickly and generously to the plight of the Sahelian countries facing famine after years of continuous drought. In accordance with plans begun in 1973 to assist this region and Ethiopia, a further \$19 million was allocated in 1974. This aid included both food and transport facilities and plans were under way to increase substantially the Canadian budgets for emergency and program aid to that area.

In seeking ways to alleviate the economic problems of a number of developing countries which resulted from the massive rise in the price of oil and other essential commodities, Canada allocated \$100 million in the form of food and agricultural assistance to the most seriously affected countries.

The administration of the Canadian development program is primarily the responsibility of the Canadian International Development Agency. This is a separate organization under the Secretary of State for External Affairs. The Department, however, worked closely with CIDA and other government departments, elaborating policy and ensuring co-ordination with other Canadian foreign policy interests. At Canadian posts in the developing countries it also made available additional manpower resources to share in the responsibility for administering the program.

A major event of 1974 was the World Food Conference held in Rome November 5 to 16. In response to pressing world food needs, the Secretary of State for External Affairs announced at the conference increases in Canadian food aid, including a further \$50 million to meet needs in the current fiscal year, and a pledge to give an average of 1,000,000 tons of food grains for each of the next three years.

## Economic relations with developing countries

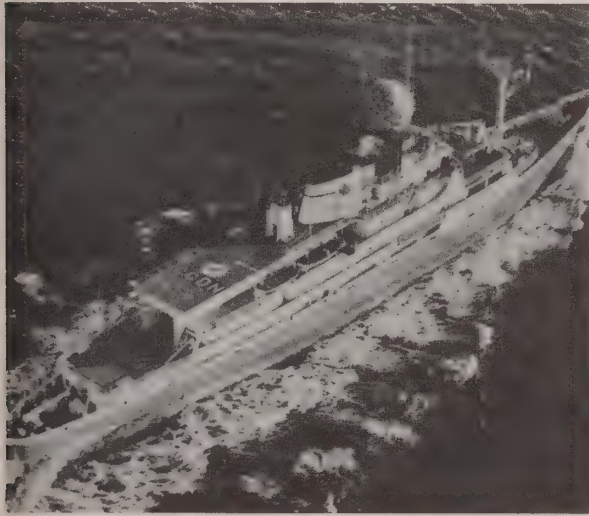
Non-aid activities relevant to Canada's Development Assistance Program also received considerable attention. The Department laid the groundwork for Canada's system of generalized tariff preferences in favour of developing countries which came into effect July 1, 1974. This system provides improved access to the Canadian market for a wide range of manufactured goods and selected agricultural products.

It was agreed that in 1974 Canada would make an initial contribution of \$300,000 to the International Trade Centre in Geneva. This body, sponsored jointly by the General Agreement on Tariffs and Trade (GATT) and the United Nations Committee on Trade and Development (UNCTAD), provides technical assistance to developing countries to assist them in promoting their exports.

Canada's interest in the prices and terms of access for commodities from developing countries was demonstrated by its participation in 1973 and 1974 in a series of UNCTAD-FAO (Food and Agriculture Organization) commodity consultations. In addition, following negotiations in 1973 as an importer, Canada participated in the International Sugar Agreement. This came into effect at the beginning of 1974.

Canada was also an active member of a working group set up under UNCTAD to draft a Charter of Economic Rights and





*Canadian Coast Guard Ship Quadra, specially equipped for Global Atmospheric Research Program, sailed from Victoria, B.C., in May 1974 to join largest weather study ever undertaken.*

Duties of States. This was adopted at the 29th Session of the UN General Assembly in December.

### Science and environment

The Division of Scientific Relations and Environmental Problems, which in 1970 was made responsible for the co-ordination of Canadian foreign policy in the realm of science, technology and the environment, works in close collaboration with other federal departments, the provincial governments and private institutions.

### Science

Canada continued in 1974 to devote special attention to international and technical organizations, including the UN, OECD and NATO. Canada was host in June to the Commission on Scientific, Technical and Space Questions of the Western European Union, and in September to the Scientific Commission of NATO. This country was also represented on the Consultative Committee for the Application of Science and Technology for Development,

an organization of the Economic and Social Council of the UN, and in the scientific fields of the Specialized Agencies of the UN such as UNESCO, UNISIST and the Economic Commission for Europe. Canada also participated at the UN in the work of the Committee on the peaceable use of outer space.

On the bilateral level an important meeting within the framework of the program of scientific co-operation between Canada and the Federal Republic of Germany was that of the Joint Scientific Commission. This second meeting of the Joint Commission reviewed the main areas in which Canada and the FGR exchange scientific information, i.e., marine sciences and technology, geophysical sciences, the environment, data processing and communications.

Growing out of negotiations in Peking in October 1973 scientific exchange between Canada and China began early in 1974. Chinese experts in seismology, research on laser beams, open-pit coal mining and silviculture visited Canada, while Canadian missions interested in agriculture, fisheries and silviculture visited China. In addition, bilateral scientific programs were carried out with Belgium, France and the U.S.S.R.

### Environment

Canada is involved in international activities in the field of the environment chiefly through an active participation in the UN Environment Program (UNEP), the UN Economic Commission for Europe (ECE), and the multilateral environmental programs of the Organization for Economic Development and Co-operation (OECD) and NATO.

Canada strongly supported the creation of UNEP, and through its membership in the Governing Council continues to play an active role in the organization and in the operations of the Environment Fund which the Council

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administers. In its first two years the program has established a pattern of action which should serve it well in future years. UNEP headquarters are in Nairobi, Kenya, and the third meeting of the Governing Council was scheduled to be held there in April 1975.

Canada became a full member of the ECE in May 1973 at a time when the environmental work of the Commission had been accorded greater importance through the formation of a subsidiary body, the Senior Advisers to ECE governments on Environmental Problems. The ECE provides a valuable forum for the exchange of environmental information and experiences among industrialized nations with differing political systems.

Canadian experts and officials have continued to participate actively in the environmental activities of the OECD and the NATO Committee on the Challenges of Modern Society. Of particular significance was a meeting of environmental ministers of OECD countries in November 1974 at which Canada was represented by Jeanne Sauvé, Minister of the Environment. The meeting agreed that action should be taken on a series of proposals regarding the management of environmental affairs within and among member states.

As part of Canada's expanding relations with Europe, discussions have proceeded with the EEC on co-operation and exchanges of information with the Commission on scientific and environmental matters. The outcome is expected to be an agreement establishing a formal and continuing framework for such co-operation.

*The Future of the Oceans—the many changes in nations and technology over past decades have greatly affected the public order of the oceans.*

# International Law

In the area of international law, the Department, through its Legal Bureau, has two principal and complementary functions. With respect to international law as it now exists the Bureau provides a general advisory service to the Government and the public on international law, including advice on treaties to which Canada is a party or in which there is a Canadian interest.

Of increasing importance in current relations among states are the numerous international meetings held to codify existing law or formulate new law in the areas previously not subject to it. In this respect the Bureau acts as the operational arm of the Government in the development and maintenance of international law. The following subjects were among those that received the attention of officers in the Legal Bureau in 1974.

## Law of the sea

In the field of international law, 1974 was highlighted by the holding of the first substantive session of the Third UN Law of the Sea Conference, which took place in Caracas from June 20 to August 29. One hundred and thirty-seven states, represented by over 2,500 delegates and advisers, engaged in lengthy and arduous negotiations with a view to drawing up a comprehensive and viable treaty on the law of the sea. The Canadian delegation, one of the largest, was headed by the Secretary of State for External Affairs, Mr. MacEachen, who, together with the Minister for Regional Economic Expansion, C. D. Jamieson, and the Minister of State (Fisheries), Roméo Leblanc, attended the latter part of the session. Officers of the Legal Bureau played





a key role both at the conference and in the lengthy preparations required beforehand.

The wide range of highly complex issues requiring solution, the various and often contradictory interests at play, and finally the large number of delegations, made it difficult to achieve any great progress toward the sought-for treaty. However, substantial progress was achieved with the emergence of three fundamental concepts as the basis of an all-encompassing agreement on the law of the sea—namely, the concept of *the economic zone* for the area of national jurisdiction, the concept of the *common heritage of mankind* to be associated with the international seabed area and lastly the concept of *ocean management*, relevant to both areas of national and international jurisdiction.

One of the most significant contributions to the session was the submission by Canada and seven other coastal states (Chile, Iceland, Indonesia, Mauritius, Mexico, New Zealand and Norway) of a working paper providing for a 12-mile territorial sea and an economic zone the outer limit of which would not exceed 200 miles from the baselines for measuring the territorial sea. With its relatively wide variety of co-sponsors, from a geographic as well as an economic point of view, it was assumed that the coastal states' proposal would help focus the attention of the conference on the concept of the economic zone in the course of future negotiations.

In the first committee of the conference, which is responsible for matters relating to the international seabed area, the Canadian delegation presented a proposal aimed at narrowing the differences of views dividing the developing countries and the richer industrialized states on the question: "Who may exploit the resources of the deep seabed?" The resources which the delegates had principally in mind here were the nodules—rich in copper, nickel, cobalt and manganese—that are found deep on the sea floor. The delegation also played a

conciliatory role on two other vital issues: "What are the conditions of exploitation?" and "What powers should be given to the future International Seabed Authority to offset the adverse economic effects deep seabed exploitation might have on the developing countries which are land-producers of minerals contained in the nodules?"

The second committee made considerable progress by identifying the main trends relating to the more traditional law of the sea issues, i.e. breadth and nature of the territorial sea, fisheries, mineral resources, straits, high seas and islands. In this context Canada sought, with a number of coastal states, to outline the precise nature and extent of the rights and obligations of a coastal state with respect to the living resources within the economic zone. The delegation also initiated an active campaign for acceptance by the conference of a special regime for the anadromous species (salmon) which would recognize the state of origin as having full and exclusive management control over such species throughout their migratory range.



Canadian oil-spill research and clean-up programs will hopefully make this scene—in Nova Scotia—obsolete throughout the oil-transport routes around the world.

The third committee of the conference addressed itself to the questions of the protection of the marine environment (see section on environmental law below) and marine scientific research. On this latter issue Canada promoted the adoption of a solution aimed at encouraging the pursuit of research activities on the oceans while at the same time taking into account the legitimate concerns of coastal states when scientific research is to be undertaken by foreign nationals within their economic zones.

At the domestic level, consultations were held with provincial and industry representatives to review the various aspects of Canadian law of the sea policy in preparation for the conference. These exchanges of views proved to be most useful as the Canadian delegation included, in addition to representatives of various federal departments, officials from provincial administrations as well as from the mining, shipping and fishing industries and fishermen's unions.

Interested circles in the academic field were kept abreast of developments through the distribution of documentation and by speaking engagements undertaken by officials of the Legal Bureau.

## Environmental law

The Stockholm Declaration on the Human Environment, particularly Principle 21 on the responsibility of states to ensure that activities within their jurisdiction and control do not cause damage to the environment of other states, and Principle 22 on the development of international law for liability and compensation, continued to be a focal point for Canadian activities in the field of international environmental law.

The efforts of the Department in this context during 1974 can be divided into three broad areas: first, the development of a legal regime for the prevention of ocean pollution; second, the development of legal regimes

for the prevention of other forms of pollution that have international implications; and, third, the implementation and further development of legal relationships between Canada and the United States dealing with environmental problems.

The first substantive session of the Third UN Conference on the Law of the Sea, held in Caracas June 20 to August 29, was the main focus of multilateral efforts to control marine pollution.

At Caracas, Canada's position with regard to pollution from ships was that there must be stringent, effectively enforced, internationally agreed standards for the preservation and protection of marine environment. Canada proposed that coastal states should be empowered to adopt and enforce their own anti-pollution standards over and above international standard where exceptional conditions prevail. This Canadian approach would apply not only in territorial waters but also within the proposed 200-mile economic zone. However, a number of states, chiefly the shipping states, favour a system of exclusively international standards to be enforced mainly by the ship's registry—not only on the high seas but also in the territorial waters of coastal states as well. Canada expected to be active in pursuing international acceptance of its position at the Geneva session of the Law of the Sea Conference scheduled to begin in March 1975.

During 1974 Canada was involved in efforts on two levels to develop legal controls on weather modification activities having an international effect. The UN Environment Program (UNEP) is charged with providing general policy guidance for the direction and co-ordination of environmental programs within the UN system. Together with the World Meteorological Organization, it initiated a study of weather modification with the intention of producing guidelines or a "code of conduct" applicable to international weather modification activities as a basis



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for an eventual international agreement in this area. Canada was also holding discussions with the United States looking to a bilateral agreement on weather modification activities having potential transboundary effects.

At the regional level, Canada was involved in the negotiation in the Organization for Economic Co-operation and Development (OECD) of an "Action Proposal on Transfrontier Pollution". This set out a number of principles recommended by the organization to guide members in the formulation of their environmental policies.

Legal questions often play an important part in environmental issues between Canada and the U.S., particularly those involving boundary waters which are governed by the Boundary Waters Treaty of 1909. Discussions with United States officials took place during 1974 concerning the implementation of the 1972 Great Lakes Water Quality Agreement. This was an attempt by the two countries to meet their mutual obligations under Article IV of the Boundary Waters Treaty not to pollute boundary waters or waters flowing across the boundary to the injury of health or property on the other side. Discussions with U.S. officials concerning the Garrison Diversion irrigation project in North Dakota were also aimed at ensuring that this obligation under Article IV would be met with regard to the Souris and Red Rivers in Manitoba. The two were to receive return flows from the project if it was completed according to the agreed plans.

Legal questions also arise in the context of the International Joint Commission, which was created by the Boundary Waters Treaty. In June 1974 the British Columbia government filed a request with the IJC seeking to reopen the Commission's 1942 Order of Approval authorizing the City of Seattle to raise the height of the Ross Dam in the State of Washington. This would result in further flooding of the Skagit River Valley in B.C. This request raised several complex legal

issues which it was thought might have to be resolved in the Commission.

An important environmental issue involving legal questions not related to the Boundary Waters Treaty was that of the anticipated increase in tanker traffic off the west coast between Valdez, Alaska, the terminus of the Trans-Alaska pipeline, and the American refineries in Puget Sound. One aspect of the problem being discussed by members of the Department with American officials concerned liability and compensation principles and procedures which would be applicable in case of future oil spills.

## International fisheries

In 1974 the Department of External Affairs pursued its active association with the Department of the Environment in a wide range of negotiations and conferences relating to international fisheries. These included negotiations with the United States on developing equitable arrangements for the salmon resources of the Pacific Coast, resulting in the extension of the Canada-United States Reciprocal Fisheries Agreement for another year. In addition, the Department participated in meetings of international commissions regulating fisheries and the conservation of marine mammals on both coasts such as the International Commission for the Northwest Atlantic Fisheries (ICNAF) and the International Whaling Commission. Bilateral discussions were held on various fisheries matters that arose during the year involving countries whose fishing fleets operated off the Canadian coast. For example, in November 1974 officials of Canada and the U.S.S.R. met to arrange for the settlement of claims by Canadian lobster fishermen whose gear had been destroyed by the operations of the Soviet fishing fleet off the east coast.



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## International economic law

Natural resources, foreign investment and the activities of multinational enterprises were subjects of particular attention, notably within the UN organizations, during 1974. Discussion of these issues inevitably raised fundamental questions concerning the legal regimes relevant to these important areas of international economic law.

The sixth special session of the UN General Assembly on raw materials and development adopted a Declaration on the Establishment of a New International Economic Order and a related Program of Action. The Department was actively involved in the negotiation of the Declaration, particularly those provisions relating to permanent sovereignty over natural resources, treatment by host states of multinational enterprises and of foreign investment generally, and the difficult issue of nationalization and compensation. Although the Declaration and Program of Action were adopted without vote, the numerous reservations and interpretative statements made in the General Assembly following their adoption clearly revealed the absence of any real consensus on these issues. The Canadian position throughout the negotiation of the Declaration was that a state's right to undertake measures of nationalization must be exercised in accordance with generally accepted rules of international law and practice. This position was reflected in the Canadian statement in plenary following adoption of the Declaration.

The problems of sovereignty over natural resources and treatment of foreign investment arose again in the negotiation of the UN Charter of Economic Rights and Duties of States, adopted at the 29th UNGA in December. The fourth and final session of the UNCTAD Working Group, which had been charged with responsibility for drafting the charter, had taken place in Mexico City in June, and in many respects was a

continuation of inconclusive negotiations at the UNGA special session a few weeks earlier. Canada was a member of the working group and the Canadian delegation, which was led by the Legal Adviser of the Department, played a prominent role, in co-operation with representatives of key developing countries, in seeking a compromise resolution on the basic issue of whether the charter was to include reference to obligations in international law relevant to the treatment of foreign investment. Related to these discussions was the question of economic coercion through control over natural resources. As the charter text submitted by the working group did not contain agreed provisions on the issues related to foreign investment, further negotiations continued in New York prior to consideration of the charter in the Second Committee of the 29th UNGA. While inability to reach agreement on these and other issues prevented the adoption of the charter by consensus, the extensive formal and informal negotiations resulted in movement by both sides. Canada's inability to support the charter arose from both legal and other considerations. Foremost among the legal considerations was the question of the application of international law to the treatment of foreign investment. Although Canada recognized the need for progressive development of the law on this subject, the exclusion of international law (whatever its content) was unacceptable in principle. The Canadian statement on the charter also expressed concern about the extraterritorial implications of the charter's extension of the concept of permanent sovereignty beyond the area of natural resources.

It was expected that the issues would continue to arise in other contexts, and that in due course the realities of interdependence and the community of economic interest would assert themselves and lead to more general agreement. This, it was hoped, would form the basis for the progressive development of international

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law in the area of foreign investment.

Multinational enterprises were accorded particular attention when the Economic and Social Council's (ECOSOC) "Group of Eminent Persons" submitted in mid-year its report on the impact of multinational corporations on development and on international relations. Its recommendations concerning the treatment by host countries of foreign investment raised many of the issues concerning nationalization, compensation and the right of espousal which had proved so difficult in the declaration and charter negotiations referred to above. The work to be undertaken in the United Nations pursuant to the recommendations of the "Eminent Persons" report might, it was thought, provide an occasion for reconciling the differences remaining on these issues. The UN Commission on International Trade Law (UNCITRAL), as a result of a Canadian initiative in the UN in 1972, had already been charged by the General Assembly with responsibility for studying the legal aspects of the problems encountered by governments in exercising effective control over multinational enterprises. It was expected, therefore, that the preliminary report being prepared by the Secretary-General would enable the Commission to begin its substantive work on this question at an early date.

## Nuclear law

The detonation by India in 1974 of a nuclear explosive device raised fundamental questions concerning Canada's nuclear export policy.

Closely related were the questions of Canada's obligations as a party to the Nuclear Non-Proliferation Treaty and its rights and obligations under various bilateral nuclear co-operation agreements. The Department participated extensively in discussions leading to the Government's new nuclear export policy, announced toward the end of the year. This requires

safeguards to ensure that Canadian-supplied nuclear equipment, material and technology are used only for peaceful, non-military purposes and in particular are not used for the development of any nuclear explosive device. The introduction of this policy required a re-examination of certain fundamental concepts involved in safeguards agreements, such as pursuit to all subsequent generations of fissile material and the imposition of safeguards on items produced with Canadian technology. The Department also participated in the negotiation of agreements with present or prospective recipients of Canadian nuclear exports to give effect to this policy.

## Outer space law

Canada has been an active participant over the past 15 years in the development of outer space law, an area of law which is becoming increasingly significant as more states become involved in outer space activities.

The legal work has been done primarily under the aegis of the 37-member UN Committee on the Peaceful Uses of Outer Space and its Legal Sub-Committee.

1974 saw the completion and adoption by the 29th session of the UN General Assembly of the Draft Convention on Registration of Objects Launched into Outer Space. This convention, largely the result of a joint proposal made originally in 1972 by Canada and France, marks another significant step in the progressive and orderly development of international law relating to man's activities in outer space. It complements, through the better identification of space objects, the Convention on International Liability for Damage Caused by Space Objects (1972). Canada expected to sign and ratify the registration convention and accede to two other important international agreements, the Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return of Objects Launched into Outer Space (1968)



and the liability convention.

Progress was also made on the elaboration of principles to govern direct broadcasting by satellites (DBS). With Sweden, Canada continued in 1974 to play an active role in the Outer Space Committee's Working Group on DBS. At its session the working group considered a fifth joint Canada-Sweden working paper which proposed and explained a set of draft principles to govern direct broadcast by means of satellites. Subsequently the Outer Space Legal Sub-Committee was able to draft preliminary texts of five of the less contentious of these principles. It was expected that, at the 1975 meeting of the Legal Sub-Committee, further work would be done on the more difficult principles concerning prior consent to, and participation in, international broadcast systems, and the definition and regulation of technically unavoidable spill-over emanating from such systems.

Canada also participated in the Legal Sub-Committee's discussions on a draft treaty relating to the moon (a Soviet initiative), as well as the working group on remote sensing of the earth by satellite. There was little progress in either of these areas because of widely differing views held by states on questions of principle related to the two subjects: concerning the moon treaty, the issue of proprietary rights in the moon's resources; and, with regard to remote sensing, the question of the right of the sensed state to withhold consent to be sensed, and to exercise proprietary control over data obtained through remote sensing of the sensed state's territory. While it was realized that it would undoubtedly take considerable time to achieve effective compromise on these difficult issues, Canada throughout 1974 continued to work actively in the UN, in European space organizations and bilaterally to achieve an international consensus on approaches and principles which will encourage development within these areas and at the same time protect national interests.

## The definition of aggression

At its 29th session the UN General Assembly adopted a generally-accepted Definition of Aggression. Canada expected this to be of important moral authority, and to serve as a guide to the Security Council in determining when the use of armed force constitutes an act of aggression and is thus in contravention of the UN Charter.

Since 1967, when the UN Special Committee in 1974, the Canadian delegation seek a consensus on an acceptable definition, officers of the Legal Bureau have participated in that committee. Canada as a member of the committee also played an active role as chairman of one of three working groups charged with the delicate and complex negotiations which led to the formulation of the definition finally adopted.

During discussions in the UN's Sixth Committee in 1974 the Canadian delegation continued to be instrumental in working out acceptable language, not only for the definition as a whole, but specifically for an explanatory footnote designed to ensure that it would not prejudice the authority of coastal states to enforce their rights within their maritime zones.

The adoption of the definition can be regarded as a considerable achievement when viewed in the light of a half-century of striving on the part of the international community to reach a goal which had hitherto proved persistently elusive. The definition represents a major contribution to the progressive development of international law, which is one of the major purposes of the UN as well as being an important objective of Canadian foreign policy.

## CSCE

The Conference on Security and Co-operation in Europe, which began in 1973 with Canada, the United States and 34 European states taking part, has as its



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objective the formulation of principles to promote better relations among participating states and to foster conditions in which their people could live in peace, free from threats against their security. Canada, as a member of NATO and closely sharing European concerns, has played an interested and active role in all aspects of the conference.

The Legal Bureau's involvement, in consultation with the Department's East European Division, has been primarily in the legal aspects of the political and military concerns of the conference, more specifically the elaboration of a number of principles relating to European security and co-operation. These principles at the end of 1974 were nearing the final stages of elaboration by the conference under the following headings:

- sovereign equality, respect for rights inherent in sovereignty;
- refraining from the threat or use of force;
- inviolability of frontiers;
- territorial integrity of states;
- peaceful settlement of disputes;
- non intervention in internal affairs;
- respect for human rights and fundamental freedoms, including freedom of thought, conscience, religion or belief;
- equal rights and self-determination of peoples;
- co-operation among states;
- fulfillment in good faith of obligations under international law.

In addition there were three proposals: a "floating" text on peaceful change of frontiers, a proposal providing for a distinctly European mechanism of peacefully settling disputes, and a proposed paragraph prohibiting the use of force.

The principles are not new in terms of international law and indeed can be found in earlier international instruments such as the UN Charter and the UN Declaration of Principles of International Law Concerning Friendly Relations Among States. However, it has been the aim of the conference to

elaborate these principles in a European context so that they might serve as a guide to relations among that group of states. At the end of the 1974 session the conference had reached tentative agreement on the texts of most of the principles, although differences on particular aspects of some of them had yet to be resolved.

## International humanitarian law in armed conflicts

The Department, in close co-operation with the Office of the Judge Advocate General of the Department of National Defence, participated actively in 1974 in international efforts to develop and reaffirm international humanitarian law applicable in armed conflicts. Canadian legal experts continued with colleagues from other nations and with the International Committee of the Red Cross (ICRC) to further refine two draft additional protocols designed to reaffirm and update the 1949 Geneva Conventions.

Early in 1974 the first session of the Diplomatic Conference on Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts was held in Geneva. Although much of this session was devoted to procedural arrangements and the establishment of drafting committees, some progress was made toward achieving a generally-acceptable first protocol dealing with victims of international armed conflicts. Canada was also to place on record in the Ad Hoc Committee on Weapons the positive attitude of the Canadian Government toward the search for rules prohibiting or restricting the use of conventional weapons that cause unnecessary suffering or that have indiscriminate effect.

With the results of the first session behind them, experts pursued their efforts both within Canada and in various meetings abroad in preparation for a second session of the Diplomatic Conference, to be held in

Geneva in the spring of 1975. It was expected that discussion would continue at this session on Protocol I, more particularly on the desirability of extending in some way the application of the Geneva Conventions to include wars of self-determination and national liberation movements. The Canadian delegation was expected to continue to seek the adoption of a second protocol extending to victims of non-international armed conflict the fundamental humanitarian provisions now reflected in Article 3 common to all four Geneva Conventions, through the establishment of new basic provisions of the kind that any responsible government should wish to apply in the exercise of its sovereignty.

*Whales such as this one are indigenous to Canadian waters and form part of the Government's concern for the future of the oceans.  
Environment Canada/McVeigh Photo.*





# III FOREIGN POLICY CO-ORDINATION

## Interdepartmental Committee on External Relations

The Interdepartmental Committee on External Relations (ICER) consists: of the Under-Secretary of State for External Affairs as chairman; the Deputy Ministers of the departments of Industry, Trade and Commerce and of Manpower and Immigration; the President of the Canadian International Development Agency; the Secretary of the Cabinet; the Secretary of the Treasury Board; and the Deputy Minister of the Department of Public Works. The Committee was established in 1970 to advise the Government, through the Secretary of State for External Affairs, on such matters as the formulation of foreign policy, the development and harmonization of country plans, allocation of resources for the conduct of programs abroad, implementation of external operations, the recommendation of heads-of-post appointments, the management of support services at posts abroad and policy matters for foreign service personnel. The Committee is serviced by a Secretariat staffed by representatives of all major foreign service departments and CIDA. It operates in close liaison with ICER departments, and particularly with External Affairs as the department responsible for overall co-ordination of foreign operations.

During 1974 the ICER continued to exercise the mandate entrusted to it by the Government, and to examine other means of carrying out Cabinet directives on the co-ordination of foreign policy operations to improve their effectiveness and efficiency. To assist the parent committee in dealing with a wide range of problems, an *ad hoc* sub-committee of senior officials of member departments, under the chairmanship of the Assistant Under-Secretary of State for External Affairs (Administration), was formed. This sub-committee was active throughout the year in considering and instituting action on various ICER-related projects. The sub-committee proved of significant value in relieving members of the senior committee

of many functions which they would otherwise have had to perform during periods of heavy activity in other sectors of their normal responsibilities.

Among ICER activities where progress was most evident was the further development and refinement of the country-programming system as a means of examining foreign operations priorities and assisting in resource allocations. These activities also included the initiation of a series of country policy studies, the development of global foreign policy objectives, the promotion of existing measures to improve interdepartmental co-ordination and the development and introduction of new measures to achieve this end. The Secretariat also endeavoured to familiarize posts abroad with on-going ICER activities and to provide posts with improved instructions and guidelines for the continued development of the country-program system.

The Personnel Management Committee (PMC), the ICER's sub-committee for personnel questions, has continued to pursue measures toward co-ordinated and, eventually, common personnel policies for all foreign service staff. The PMC established a working group, the Personnel Policy Co-ordinating Group (PPCG), which introduced a number of proposals designed to improve personnel management of the foreign service departments and agencies. The PPCG also carried out studies of the relationship between departments and agencies whose focus is overseas and those which are primarily or exclusively concerned with domestic programs. It examined as well the desirability and feasibility of increasing the mobility of personnel between departments and agencies. During the year a significant number of foreign service officers served temporarily in other departments as well as in non-governmental institutions.

Toward the end of the year, the ICER lost its first chairman when A. E. Ritchie was replaced as Under-Secretary of State



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## Federal-Provincial Relations

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for External Affairs by H. B. Robinson. The latter in turn became chairman of the ICER. He was to be joined on the committee by other new members as a result of changes in senior government appointments announced at year's end.

As a result of the advances in recent years in transportation and communications, Canada's provinces have become increasingly interested in the international aspect of matters for which they have domestic responsibility. This development led in 1967 to the establishment by the Department of External Affairs of a Federal-Provincial Co-ordination Division responsible for setting up procedures to protect the international interests of the provinces while at the same time respecting the principle of exclusive federal responsibility for the conduct of Canada's international relations.

In carrying out its functions the division seeks to co-ordinate the activities of other departmental divisions, of Canadian posts abroad, and of other federal departments and agencies to ensure that Canada's international actions fully reflect this country's federal character. It strives also to maintain regular and close liaison with provincial officials in order to keep informed of provincial aims and policies relating to the international questions which concern them. The division seeks as well to develop more effective means for continuing consultation with the provinces on the many aspects of international activities which concern both them and the Federal Government.

The Department has continued to expand the range of services it provides to the provinces. It makes available to them the Department's telecommunications network as well as the facilities of Canadian posts abroad. It maintains a system for the regular distribution to the provinces of general information and documentation on the international aspects of questions of provincial concern. It assists in arranging the numerous visits of provincial ministers and officials abroad and of foreign officials to the provinces. It facilitates contacts of the provinces with foreign governments relating to fields which lie within the responsibility of the provinces and it ensures provincial representation on Canadian delegations to

international conferences dealing with subjects of direct provincial concern.

In 1974 the division helped set up at the Canadian Embassy in Washington a Provincial Interests Section which co-ordinates provincial activities there and provides certain services for the provinces. These include preparation for visits of provincial officials to Washington and forwarding to the provincial governments information and analyses relative to whatever pending legislation and activities of the U.S. Government are likely to affect provincial interests. In this context the division continued its work on several subjects of major concern to the provinces such as the passage of U.S. oil tankers through west coast waters, the clean-up of the waters of the Great Lakes, and the Garrison Dam irrigation project. It also helped to co-ordinate arrangements for a number of visits, including those to Europe of Premier Bourassa of Quebec and Premier Davis of Ontario and the visit to Japan and China of Premier Barrett of British Columbia. It also facilitated the visits to several provincial capitals of Prime Ministers Amir-Abbas Hoveyda of Iran and Olof Palme of Sweden. The division also assisted in arranging for provincial participation in a number of international conferences, notably the Caracas Conference on the Law of the Sea, the Bucharest Conference on World Population and the Rome Food Conference. The federal and provincial governments also co-operated in bringing into force certain international agreements. Provincial representatives had the opportunity as well of taking part in the second consultative meeting held within the framework of the Canadian-German Agreement for Scientific and Technical Co-operation.



*French Premier Jacques Chirac chats with Prime Minister Pierre Trudeau after his arrival at Orly Field.  
Wide World Photos.*



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## Academic Relations

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A major responsibility of the Bureau of Public Affairs is to co-ordinate and promote relations between the Department and members of Canada's academic community. In addition, the Bureau deals with organizations interested in the study and discussion of international relations and in the long-term formulation of Canadian foreign policy. The objective is to establish and develop lines of communication between officials responsible for implementing foreign policy and scholars who are concerned with the many aspects of policy analysis and international relations.

In practice, this means promoting a two-way exchange of ideas between government and the academic community. In some instances, it has involved sending foreign service officers into the academic world, while in others the academics have made their expertise available to the Department.

### Foreign service visitors

One form of exchange has been the introduction of foreign service visitors, who are senior departmental officers seconded to Canadian universities. Under this program, the officers are freed from departmental duties for a full academic year and join a university faculty or department. They devote their time to research, teaching, writing, and holding seminars and consultations on international relations under arrangements worked out with the host university. At the outset, two foreign service visitors were designated, but in 1972 the number was increased to three. In 1974 only two senior officers of the Department could be appointed, one to the University of Alberta and the other to Queen's University.

### Departmental speakers' program

This program represents another form of liaison between government and the academic community. Foreign service

officers are made available to address university audiences and other groups, to attend conferences on foreign policy, and to participate in international affairs seminars. In 1974 over 65 officers accepted one or more invitations to visit some 40 universities and other centres of learning throughout Canada for that purpose.

### Invitations to the Department

In order that academics may give the benefit of their analysis of foreign policy problems to those in government, the Department invites professors to Ottawa to give talks and to direct joint seminars. Topics range from current foreign policy issues to aspects of international relations theories. Discussions have taken place on such subjects as Canada's interest in the "third world", principal options of the European community, Canada and South Asia, the foreign policy White Paper in retrospect, computer and information retrieval in international affairs, and Canada-U.S.A. relations.

To maintain closer ties with the academic community and obtain the services of experts, the Department engages certain professors on a temporary basis. In 1974 a political scientist from Carleton University, Professor Harold von Rickhoff, joined the Policy Analysis Group for one year. Professor Donald Page from the University of Regina worked on Canadian-American relations, and Professor Barrie Morrison from the University of British Columbia studied Canadian policy on South Asia.

Historians and research assistants are also being employed on contract by the Department's Historical Division, where they help to edit material for the *Documents on Canadian External Relations* series. Other research contracts have been awarded for the preparation of special studies. One such contract involved the development of regional organizations in West Africa and Central Africa; another focuses on a



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survey of what Canadians think of the Common Market. The latter was carried out in conjunction with the *Centre d'études et de documentation européennes* of the University of Montreal.

## Outside seminars and conferences

The Department helps to organize seminars and conferences in Ottawa and elsewhere in Canada. Academics join senior officers of the Department in Ottawa to discuss foreign policy themes. The Department also assists universities and international affairs centres to organize similar gatherings. It co-operates in preparing programs, supplying departmental participants, and defraying some of the administrative expenses incurred by the institutions and professors involved. In 1974 assistance of this type was given to the Canadian Association for African Studies, which held its 27th Annual Congress in Montreal on the law of the sea issues.

## Canadian-Asian studies

During 1974 the Department began to develop overseas programs, particularly for Canadian studies. These are designed: to establish an expanding nucleus of influential persons informed about and favourably disposed toward Canada; to develop an awareness of the distinctiveness and quality of Canadian scholarship, particularly in the social sciences and humanities; and to provide a stimulus and network for productive exchange between Canada and academic communities abroad.

The principal areas of concentration in 1974 were the U.S.A., Britain and Japan. The joint communiqué issued by Prime Minister Trudeau and Prime Minister Tanaka of Japan on September 11 announced plans "... to initiate matching and complementary programs of approximately \$1,000,000 each for promoting academic relations. These funds will be used primarily for the development of Japanese

studies in Canada and of Canadian studies in Japan". Government support for East Asian studies in Canada is in accord with the recommendation contained in the 1970 White Paper *Foreign Policy for Canadians*. The program is intended to strengthen studies in this area, essentially in three major centres—Vancouver, Toronto and Montreal. The development of Canadian studies in Japan is scheduled to begin in 1975-76. In the United Kingdom a Centre of Canadian Studies was established at the University of Edinburgh, with a chair to be filled in 1975. In conjunction with the Centre a successful seminar on federalism was held in November. This program is to be expanded in succeeding years.

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## Cultural affairs

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The program of cultural relations with foreign countries, for the planning and administration of which the Cultural Affairs Division is responsible, underwent continued growth in 1974. A larger number of grants were made to enable Canadian achievements in the performing and visual arts to become better known abroad and to expand assistance to the Canadian academic community. The Cultural Centre in Paris, the Cultural and Information Centre in Brussels, the Art Galleries of Canada House in London and of the Consulate General in New York were more active. Although less than six years old, the Centre in Paris has already become a significant part of the Paris cultural scene; in 1974 over 40,000 persons attended its various manifestations.

### Artistic exchanges

Six major tours were subsidized: the Toronto Symphony Orchestra (England, Belgium, Germany and Austria); the Royal Winnipeg Ballet (Argentina, Brazil, Mexico, Peru, Colombia, Panama, Costa Rica, Nicaragua and Cuba); the *Grands Ballets canadiens* (France); the Toronto Dance Theatre (England, France and Portugal); the Vancouver Symphony Orchestra (Japan); and the Canadian Mime Theatre (England, Denmark, Bulgaria and France). It was unfortunate that the Vancouver Symphony Orchestra, which had been scheduled to perform in China, had finally to postpone its tour at the request of the Chinese authorities. Besides these important tours, the Canadian Brass, assisted by a grant under the cultural exchanges program, gave performances in the Sainte Chapelle and on the Seine river-boats as part of the Paris Festival.

The Department's permanent collections of handicrafts, graphics and photography were shown in 13 countries in Europe, Asia, Latin America and the United States. In collaboration with the Ministry of Cultural Affairs of the Province of Quebec, the Department also presented a major

exhibition of the work of the painter, Jean-Paul Lemieux, in Moscow, Leningrad and Prague. The Department rendered assistance as well to the Royal Ontario Museum in connection with the exhibition of archaeological finds of the People's Republic of China held in Toronto from August to November.

Arrangements were made for the presentation of 43 collections of Canadian books, each comprising 150 French and English titles, to national and university libraries abroad. Collaboration with the Canada Council in the distribution abroad of Canadian books purchased by the Council as part of the Government's program of assistance to publishers was continued. Representatives of Canadian publishers associations received grants to enable them to participate in the international book fairs in Brussels and Frankfurt and by the American Library Association and the American Booksellers Association. The Belgian-Canadian literary prize was awarded to Réjean Ducharme of Canada.

In regard to film, Canada participated in three important events abroad during the year: the Cannes Film Festival, the Berlin Film Festival and the Fortnight of Canadian film in Sorrento. The latter was expanded to make it something of a mini-festival of Canadian arts by adding an exhibition of Canadian handicrafts, a concert by the Canadian pianist, Marek Jablonski, and an exhibition of Roloff Beny's photographs of Italy.

### Academic and youth exchanges

The lively interest in university and educational activities abroad which has been evident in recent years was more than maintained in 1974 and exchanges between Canadian and foreign universities were increasingly frequent. Canada was also more active in international organizations concerned with education, such as the OECD, UNESCO and Commonwealth institutions.



*This bronze ceremonial vessel of 11th century B.C. Shang Dynasty was part of Chinese collection displayed at Royal Ontario Museum.*



The scholarship program with the Federal Republic of Germany, Belgium, Finland, France, Italy, Mexico, The Netherlands, Switzerland, the U.S.S.R. and China, as well as with a number of Commonwealth countries, was continued and in some cases expanded. More than 300 citizens of these countries were granted Canadian scholarships. A number of Canadians were able to benefit from the scholarship programs of other countries. A new program was initiated with China for two Canadian professors to spend three months in China while two Chinese professors visited Canada for a similar period. A group of Canadian university presidents also visited China in July. The student exchange program with China was also continued.

Some 30 Canadian academics gave courses in foreign universities assisted by travel grants from the Department. Another program of grants made it possible for 46 professors from other countries, renowned experts in their fields, to give special courses in Canada. The Department also helped some 30 English-speaking Canadians to travel to France to teach English as part of an exchange program which brought an equal number of French-speaking assistants to Canada.

In association with the Council of Ministers of Education and other Canadian organizations concerned with education, the Department ensured Canadian representation in various educational activities carried out under auspices of international organizations such as the OECD, UNESCO and the Commonwealth. Particular mention should be made of the Sixth Commonwealth Conference on Education held in June in Kingston, Jamaica, and the OECD Conference in Paris in November.

For the tenth consecutive year six graduates of France's Ecole Nationale d'Administration were given the opportunity to travel across Canada.

Youth exchanges are increasingly

establishing themselves as important means for making international cultural contacts. The Department provided liaison services with foreign governments for the "Contact Canada" program, administered by the Department of the Secretary of State. During the summer 20 Belgian socio-cultural counsellors spent two weeks in Canada, returning the visit of Canadian counterparts to Belgium in 1971. The summer exchange program between the Federal Republic of Germany and Canada has once again allowed some 50 young people from each country to spend part of their summer holidays working in the host country. The exchange program for young technicians and specialists between Mexico and Canada was continued, providing an opportunity for some 15 Canadians and an equal number of Mexicans, from 18 to 30 years of age, to gain practical experience in their chosen professions in the other country.

## UNESCO

At the 18th General Conference of the United Nations Educational, Scientific and Cultural Organization, held in Paris from October 17 to November 23, Canada made a determined effort to gain election to the European Regional Group. The objective, which was attained, was to enable Canada to participate more fully in UNESCO activities and give meaning and substance to the ties that have linked Canada and Europe for more than 400 years.

The Canadian delegation to the conference was led by the Secretary of State, Hugh Faulkner. Napoléon LeBlanc, who was then Canada's representative on the Executive Board, served as deputy chairman. The delegation included representatives of the Canadian Commission for UNESCO, provincial departments of education, the academic community, and federal agencies interested in aspects of UNESCO's activities.

Encompassing the natural and social sciences, education and culture, UNESCO's

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activities are of interest to many governmental departments and agencies in Canada, both federal and provincial, to institutions of learning, and to a great number of private organizations. The Department works closely with the Canadian Commission for UNESCO, and the Director of the Cultural Affairs Division of External Affairs is a member of its Executive Committee. Canada's Permanent Delegate in Paris serves as intermediary between these Canadian authorities and the UNESCO Secretariat to ensure that the organization benefits fully from Canadian knowledge and experience and that interested Canadian organizations are kept informed of matters of interest to them.

Canada in 1974 continued its active participation in a wide range of UNESCO-backed programs: the UN Information Systems in Science and Technology (UNISIST); the International Oceanographic Commission; the Man and Biosphere Program; and the International Hydrological Program. At the General Conference it was elected to the Councils of the Man and Biosphere and the International Hydrological Programs.

During the year and particularly during the General Conference Canada made clear its view that the orientation of UNESCO programs and the organization's administrative structures should be directed to the solution of major problems rather than to the concerns of selected disciplines and professions. It was feared that otherwise a lack of coherence might dissipate the contribution UNESCO could make to their solution. In the preparation and consideration of resolutions Canadian delegates made special efforts to harmonize opposing views and eliminate partisan political considerations from the deliberations.

Indicating continued Canadian interest in UNESCO activities in the field of education, a Canadian delegation participated in an intergovernmental

meeting of experts to review the International Standard Classification of Education. Canada was also a participant in an intergovernmental conference on planning of national documentation, library and archives infrastructures.

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## Historical Affairs

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In the context of its historical publications program designed to aid scholarly research by making readily available Canada's basic foreign policy records, the Department in 1974 published Volume 7 in its series *Documents on Canadian External Relations*. This volume provides coverage of part of the cataclysmic events which shook the world during the 1939-41 period. Owing to the great increase in foreign policy records which began with the outset of the Second World War, it was decided to publish two volumes for this period. A companion volume covering the remaining events of the period is scheduled for publication during 1975. Progress continued on the volumes covering the period between 1942 and 1947.

To mark the 25th anniversary of Newfoundland's union with Canada in 1949 a special volume of *Documents on Relations Between Canada and Newfoundland* was published in 1974. It deals with the defence, civil aviation, and economic aspects of union between 1935 and 1949. This volume was presented to Premier Moores by Don Jamieson, Minister of Regional Economic Expansion, in the presence of H.R.H. Prince Philip during a ceremonial banquet at Gander on October 14 which brought the silver anniversary festivities to a close. A companion volume on the political aspects of union is in preparation.

A special booklet, *Newfoundland: the Road to Confederation*, was also published during the year for distribution throughout the province's school system.

Among the more unusual departmental books published in 1974 was *Seminar on Colonial Institutions in the Americas of the 18th Century*, edited by the Historical Division. It contains the proceedings of a seminar of experts on colonial institutions from Canada, the United States and Latin America which the Department sponsored at Laval University in 1972. Such seminars are organized at regular intervals by the Department as a part of Canada's

participation in the Pan-American Institute of Geography and History, a specialized agency of the Organization of American States.

Throughout the year the Historical Division maintained all its normal services to the research community, including controlled access whenever possible to departmental records since 1946, help with manuscripts for factual accuracy, oral history interviewing of Cabinet Ministers and senior officials who have dealt with Canadian foreign relations, and round-table discussions with departmental officers on current issues of interest. Major research assistance for books, articles and courses was extended to nearly 100 scholars during 1974 and it is hoped that this total will continue to expand in future.



## Information

The public information program has been developed to support and facilitate achievement of Canada's foreign policy goals and the objectives abroad of all Canadian government departments and agencies. Similarly it is intended to facilitate the international interests and endeavours of Canadian individuals, businesses and institutions. Some of the Department's information activities abroad are essentially responsive—serving the expressed desires of citizens of foreign countries for knowledge of Canada and things Canadian, or of those who express their support for or disagreement with Canadian policies. However, the main thrust of the Department's information programs abroad is toward the advancement of specific foreign affairs objectives.

Wherever possible, information activities are tailored to support important government programs and are directed to relevant audiences. For example, trade promotion is made easier through the portrayal of Canada as a technologically advanced producer of sophisticated goods and services. Specialized publications are distributed by posts abroad to this end. Still other means have been developed to increase understanding of specific Canadian policies among selected and influential groups. One very successful effort of this type is the visits and speakers program under which foreign "opinion-formers" such as journalists, broadcasting personalities and academics are invited to Canada for briefings and familiarization tours, and selected Canadian speakers are sent abroad to address influential groups.

Foreign public information activities are undertaken by all diplomatic and consular offices. To assist them the Department's Information Division prepares a variety of publications in English and French documenting Canada's history, institutions, economy and foreign policy. Many of these, such as a school-oriented brochure *Facts on Canada* and the periodical *Canada Weekly*, are published in several



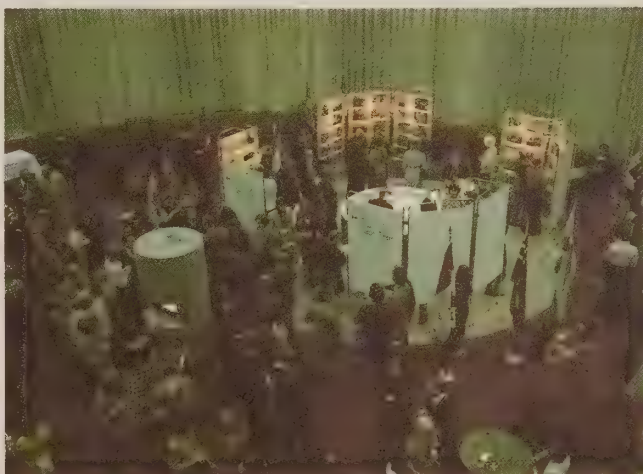
*A display of rare Canadian books was a feature of Canada Week celebrations. The exhibit, in the Lester B. Pearson External Affairs Building, Ottawa, is inspected by Pierre Benoit, Mayor of Ottawa, Edgar Gallant, Chairman of the National Capital Commission, and Mrs. Ruth M. Thompson, External Affairs Chief Librarian. Information Canada Photothèque.*

foreign languages. In 1974 the Department continued to collaborate with the National Film Board to produce and distribute to posts foreign language versions of films and to initiate the production of new films relevant to current program objectives and suited for foreign distribution. Illustrated articles on Canadian subjects were prepared in packaged form for publication in local magazines and journals. Some of these also appeared in the periodic magazines published by seven Canadian posts abroad. In co-operation with Information Canada/Expositions, portable exhibits were developed and made available to posts for solo showings or for use in conjunction with trade fairs and general exhibitions.

Special projects undertaken during 1974 included facilitating the production of television documentaries on Canada for telecast abroad; organization of the first tour of European countries by the RCMP Musical Ride; a special replenishment of post film libraries; the production of special exhibits, among which was one on Canadian participation in the liberation of The Netherlands. Another was installed at the Commonwealth Institute in London in support of Canada's education program directed toward British school-children. In addition several special publications in support of specific policy objectives were produced such as *The Future of the Oceans*, illustrative of Canada's position on law of the sea issues. These program developments resulted from the decision taken by the Department in 1973 to allocate increased personnel and financial resources to information activities.

In addition to the programs designed for foreign audiences, the Information Division is responsible for a small but growing program providing information about the Department and foreign policy formulation to interested groups and individuals within Canada.

*Circumpolar Exhibit, to which Canada and six other nations have contributed, illustrates similarities and differences in living conditions of people within Arctic Circle.*  
Ted Grant Photo.





## World Exhibitions Program

### World Exposition on the Environment

The 1974 World Exposition on the Environment at Spokane, Washington, was the first Canadian participation in world expositions under the responsibility of the Department of External Affairs. In April an island in the Spokane River which served as Canada's exhibit site was converted into a permanent park. Some 45 species of trees and shrubs common to Canada were landscaped into the area. These, along with numerous annuals, a waterfall and a children's playground resulted in an effective parkland setting to which the Expo 74 organizers and the audience reacted enthusiastically.



*Haida Indian sculpture, B.C.'s contribution to Expo 74, Spokane.*

The island won three distinct awards for its environmental artistry and for translating the environmental theme of the Expo into a lasting reality. The Grand Award presented to the Department of External Affairs by the Associated Landscape Contractors of America Inc. was inscribed: "In recognition of your efforts in improving the environment for the benefit of mankind. This Award commends you for promoting, protecting and preserving the heritage of beauty for all future generations".

The other two awards were First Place in Community Enrichment, presented by the Washington State Nurserymen's Association, and the Certificate of Merit of the American Association of Nurserymen Inc.

The site was renamed Canada Island by resolution of the City of Spokane and a dedication ceremony took place on the island on April 30 when the Mayor of Spokane, the Canadian Consul General in Seattle, and Patrick Reid, Canada's Commissioner General for Expo 74 exchanged greetings and unveiled a temporary plaque. The Exposition was opened by President Nixon on May 4.

On August 28, designated "Canada Day", Ambassador Cadieux and Mayor Rodgers unveiled a permanent bronze plaque set in local stone. The flags of Canada and the United States are to fly over the park in perpetuity. Attendance at Expo 74 totalled over 5 million, of which it is estimated approximately 3.5 million visited Canada Island.

"Canada Week" celebrations, August 28 to 31, included "British Columbia and Alberta Days". A daily "Canada Show" spectacular featured the RCMP Musical Ride, the City of Winnipeg massed pipes and drums, the Feux Follets, Princess Patricia's Canadian Light Infantry band and the Royal Canadian Sea Cadet Corps guard and band from HMCS *Quadra*. Angèle Arsenault was hostess and vocalist. The show was produced by Jack McAndrew of the Charlottetown Festival.





*Expo 74, Spokane, was first World Exposition in which Canadian participation was responsibility of Department of External Affairs. For artistically translating environmental theme into a lasting reality, Canada Island received three awards. T. Salyer Photo.*

## 1975 Ocean Exposition, Japan

Canada will express her concern for the future of the world's oceans in an exhibit complex in the Science and Technology area of Expo 75 Okinawa, Japan. The International Ocean Exposition is scheduled to open on July 20, 1975, and run through January 18, 1976.

Although Canada did not officially signify its intention of participating in the Okinawa Exposition until December 1974, plans to do so were well advanced by then.

The exhibit, designed in Canada, will be housed in two hexagonal modules of 250 square metres each and a 440-square metre outdoor area of cedar decking partially covered by a louvered sail roof. The exhibit theme has been developed to

include Canada's historical beginnings as a maritime nation as well as a contemporary picture of Canada's current oceanic concerns.

As the nation with the world's longest coastline, surrounded on three of its four borders by different oceans and with almost half again of its land-mass under these oceans, Canada plans to demonstrate its vital commitment to protect the life-giving forces of the ocean as well as its strong and active program of ocean research.

## Horticultural Exhibition, Quebec City

A private non-profit organization with the financial and administrative support of the Province of Quebec plans to hold an International Horticultural Exhibition in

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Quebec City, May 15 to September 18, 1976.

In December 1974 application was made by the Department of External Affairs to the International Bureau of Exhibitions, Paris, to register the event as a Special Category World Exhibition. The application was subject to ratification at the April 1975 meeting of the Bureau. It will then be the responsibility of the Canadian Government to ensure that the exhibition is staged in accordance with the 1928 convention relating to international exhibitions, to which Canada is a signatory.

## Habitat—UN Conference on Human Settlements

The United Nations Conference on Human Settlements, to take place in Vancouver, B.C., from May 31 to June 11, 1976, grew out of the 1972 UN Conference on the Human Environment in Stockholm. The environmental problems of human settlements emphasized the need for more centralized planning and an increased interest in international co-operation. In order to enable both developed and developing nations to find solutions to their growing collective and individual problems in human settlements, Canada proposed at Stockholm a "Conference-Exposition" to deal specifically with the quality of the environment in human settlements.

The proposal was approved, and Canada's offer to act as host to the event was accepted by the 27th UN General Assembly in 1972. A "Host Secretariat" has been established in Ottawa within the Department. Executive responsibility for the national hosting arrangements rests with this secretariat, which has a management organization covering installations, communications, conferences services, design development and public affairs. Canadian Host Secretariat liaison staffs have been established in the UN Secretariat in New York and Vancouver. A Canadian Participation Secretariat of the Ministry of State for Urban Affairs is responsible for

the Canadian end of the arrangements. Most of the preparations for "Habitat" at the Federal Government level are being handled by these two specially created secretariats. There are also an Interdepartmental Task Force, a Host Committee based in Vancouver, a Canadian National Committee, and a Federal-Provincial Preparatory Committee.

Enrique Penalosa, a former Minister of Agriculture of Colombia now with the Inter-American Development Bank, was appointed secretary-general of the conference and visited Vancouver in September. Work is proceeding there for the provision in the downtown area of full conference facilities, a project presentation centre, a visitors' centre, and a media centre to provide facilities for world-wide coverage.

Several national and international non-governmental organizations are planning parallel activities called "Habitat Forum". These are expected to take place principally at the University of British Columbia. Special transportation and communication facilities will link activities there with the downtown area.

It is anticipated that from the developed and developing countries alike "Habitat" will bring together world experts and major national and international figures to review the growing collective and individual problems of human settlements and try to formulate solutions for them.



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## Consular Activity

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The Bureau of Consular Services has several main objectives related to the protection of Canadian citizens and interests abroad. These include:

- a) Extending consular protection to Canadian citizens and interests in foreign countries, and providing every assistance possible to Canadians travelling and residing abroad.
- b) Improving the ability to respond to general emergencies which may affect Canadians anywhere in the world.
- c) Developing a series of bilateral agreements and improving the international environment affecting Canadian consular responsibilities abroad.
- d) Conducting and expanding a consular publicity program through various public information channels in Canada and abroad in order to familiarize Canadians with existing and potential problems they may encounter in foreign countries, and make travellers aware of the consular services they may expect from their representatives abroad.

Several consular objectives which are shared with other federal departments (and through them with provincial governments) are the following:

- a) Ensuring that Canadian Government policies on immigrant and non-immigrant entry into Canada are well understood and implemented abroad, and that the international implications of such policies are understood by the Canadian public. This responsibility is shared with the Department of Manpower and Immigration.
- b) Participating in the development of programs of other federal departments, i.e.: the new Citizenship Act of the Department of the Secretary of State; the new Immigration Act of the Department of Manpower and Immigration; and, with the Department of National Health and Welfare, a co-ordinated policy on adoption of foreign children.

The Bureau of Consular Services consists of two divisions: Consular Operations and Consular Policy. Both are

involved, either individually or mutually, in reaching the objectives noted above.

### Consular Operations Division

The primary responsibility of the Consular Operations Division is to respond as quickly and as effectively as possible, within the limits of its capacity under international law and custom, to the needs of Canadian citizens for assistance. In 1974 Canada's posts abroad handled close to a quarter of a million consular inquiries from travelling Canadians. Although the number of serious problems such as illness or arrest and detention was a relatively small percentage of this total, the demands on the consular staff were significantly higher than in 1973. The main contributing factors to this upward trend appear to be Canada's expanding business activity abroad, a more affluent Canadian society and the lower cost of overseas travel, a higher number of inexperienced travellers who are particularly hazard-prone, increasingly severe official campaigns in a number of countries against drug abuse and trafficking, and in some cases a higher expectation and reliance by Canadians abroad on the availability of consular assistance.

Nearly 2.1 million Canadian citizens held valid passports in 1974, and it is estimated that approximately 1.6 million travelled abroad during the year. As noted, while only some of the travellers required consular services, the number who do appears to be expanding. Complex consular cases involving imprisonment, death abroad and repatriation of Canadians are time-consuming duties. In 1974 our embassies and consular offices in all parts of the world handled 1,476 cases of arrest and detention, 2,840 cases of financial assistance, 570 cases of illness and hospitalization, 292 cases of death, 54,000 cases of passport and other document problems, and approximately 188,000 cases of general assistance. It should be noted that 62 per cent of the Canadians in jail were there for drug offences. This



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involved trial and penal servitude, necessitating in certain countries frequent intervention by consular officers with local authorities to ensure adequate food and at least a minimum of comfort.

One of the most important objectives of the Consular Services Bureau and of the Canadian posts abroad is to provide adequate assistance during times of crisis. Posts abroad assess and report on local political instability, as well as on natural disasters. This information is disseminated by the Bureau to the public by all available means. Canadian citizens residing in other countries are encouraged to register with the embassy or consulate. This enables the latter to keep in touch and endeavour to warn Canadians residing in danger areas.

The Consular Operations Division replies to written and telephone enquiries from concerned persons in Canada. In 1974, during the Cyprus crisis, the Department was able to assist 220 Canadians to leave the island by Canadian and British military aircraft after normal transportation facilities broke down. Some 2,500 Canadians in Greece and Turkey at the time were advised or warned of the situation. At the same time the division carried on a 24-hour service during the crisis passing on to relatives in Canada whatever information was available regarding persons trapped in the middle of the hostilities.

## Consular Policy Division

In 1974 the Department acceded to the Vienna Convention on Consular Relations, which spells out the rights and duties of foreign representatives and of states to which they are accredited. Subsequently it became involved in discussions with individual countries in order to reach bilateral agreements as to such rights, privileges and limitations of our consular representatives in their attempts to further the interests of Canadians abroad. It was expected that this would have a significant effect in the on-going programs of

reunification of families as well as extending protection to naturalized Canadians who may still be regarded by their country of birth as citizens of that country.

As noted, the larger number of Canadians travelling abroad has placed a further burden on the consular staff of our posts. The Department subsequently embarked on a program of appointing honorary consuls, establishing consular offices in countries where workload, distance and communications factors make it necessary to have branches of the missions, and increasing the number of staff both at home and abroad.

To ensure that newly-appointed consular staff at posts abroad are aware of the higher level of public expectation for consular service, the Department instituted an improved training program and introduced a method of staff evaluation to reflect these factors and expectations.

To familiarize the Canadian public with existing and potential problems or physical dangers which they may encounter during their travel, and to inform potential travellers of the consular services they may expect from their representatives abroad, the Consular Policy Division undertook a wide-ranging educational program (in co-operation with the Information Division and the Passport Office) utilizing the public communications media. This includes: the publication of a revised edition of the booklet *Information for Canadians Travelling Abroad*, sent to every new passport holder as well as to newspaper travel writers, university and college libraries, and youth hostels; distribution of individual warning notices to travel agencies through their trade publications; and production of films and other audio-visual presentations. In November the Department initiated the production of a consular warning folder on some of the more common problems encountered by Canadians. Additional plans were being made for an even wider publicity campaign in 1975.

# Legal Assistance to Canadians

## Settlement of claims

In 1974 all known Canadian claims against Yugoslavia were presented to the Yugoslav authorities with a request for documentary evidence relating to each claim. Replies were received in respect of one-third of the claims submitted. Once the remaining information requested has been received, Canada will be ready to initiate formal claims negotiations. Correspondence also continued to be exchanged between the Canadian and Cuban Governments concerning Canadian claims in preparation for a second round of negotiations, to take place early in 1975.

Further to an understanding reached with the Chinese authorities, the Legal Bureau late in 1974 began to collect information regarding possible claims against the People's Republic of China. In the absence of an agreement between Canada and China to negotiate a formal claims settlement, however, the role of the Department will be simply to transmit details of potential claims to the Chinese authorities for investigation and verification by local authorities.

The claims of David McTaggart, arising out of the 1972 and 1973 *Greenpeace III* incidents, continued to be the subject of discussions between Canadian and French government representatives. It was realized that, if these failed to bring about a reasonable settlement, formal espousal of the claims could ensue. Numerous other individual and corporate Canadian citizens were also assisted in seeking compensation for various claims against foreign governments.

## Private international law

The section of the Bureau of Legal Affairs dealing with private international law is responsible for legal proceedings between Canada and foreign countries, either on the basis of conventions or by arranged procedures. Private lawyers in

Canada generate a large volume of requests to serve legal documents such as divorce petitions and writs of summons on persons residing abroad, in cases where civil suits have been commenced in Canada. Evidence must often be obtained from witnesses abroad, either by private arrangements or by requests for rogatory commissions when the co-operation of foreign courts is required. Further, the section authenticates signatures on Canadian documents required for use abroad.

With the increasing mobility of individuals it is inevitable that questions of social security, enforcement of maintenance orders and judgments and other related issues should become the subject of international dialogue between states. As most of these subjects fall within areas of provincial jurisdiction, considerable liaison between the Department and provincial attorney-general departments is required to establish and administer the necessary reciprocal arrangements.

Another area where co-operation between states is needed is the enforcement of criminal law. To facilitate extradition of persons to and from Canada and of fugitive offenders in Commonwealth countries, the Department is in contact with police forces at all levels, and with provincial and federal departments of government, particularly with the Department of Justice, as well as with Canadian and foreign missions. The Legal Bureau in 1974 also represented the Department on the Canadian-U.S.-Mexico Tripartite Narcotics Control Talks, and acted as departmental adviser in the law-making activities of international organizations such as UNIDROIT and the Hague Conference on Private International Law.

During 1974 officers of the Department participated in the UN Conference on the Convention on Prescription (Limitations) in the International Sale of Goods. The Department was also represented on the International Adoption Committee established to simplify provincial adoption



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## Passport Office

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procedures and it liaised with foreign governments and international agencies to simplify and expedite adoption procedures abroad.

*In 1974 Toronto Regional Passport Office issued 92,354 passports.*

The primary function of the Passport Office is to provide passport services to Canadian citizens. In addition it issues certificates of identity and United Nations Refugee Convention travel documents to non-Canadians legally landed and currently residing in Canada who are eligible to receive them. Consular and passport services are also provided on behalf of certain newly-independent Commonwealth citizens not represented in Canada.

The operation of the Passport Office in 1974 showed the effects of the world economic situation. The major concerns of all Canadians about inflation and the oil





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crisis had a considerable influence on travelling Canadians. The production of passports in 1974, 542,960, dropped 3.6 percent below the final figure of 1973, 563,302. Issue of certificate of identity and refugee travel documents in 1974 was 2,068 compared to the 1973 figure of 2,463.

It is estimated that there were in current use 2,493,980 passports as of December 31, 1974. Of these, 2,333,283 were issued in Canada and 160,697 at posts abroad.

In Canada the total number of passports issued in 1974 was 507,834. The six regional offices in Edmonton, Halifax, Montreal, Toronto, Winnipeg and Vancouver, which were responsible for issue of 247,577 of the above total, continued to provide an essential service in assisting Canadians who appeared in person with their applications. Their presence in large urban centres which are major international points of departure provided a fast, efficient and personalized service and, where necessary, emergency facilities for Canadians obliged to travel abroad on short notice. In addition, the offices played an expanding role in public relations for the Department as a whole. They represented it in centres outside Ottawa in such matters as meeting and assisting dignitaries visiting the community, assistance to groups of foreign students and others sponsored by the Department, and in contacts with families of Canadians in distress abroad.

Because of the great demands made on the regional office in Toronto, a small sub-office was established in North York in April 1974.

After extensive prior study, the Passport Office in 1974 embarked on the installation of equipment to computerize all indices. The program, although requiring a period of considerable preliminary testing, was expected to be in operation late in 1975.

# V RESOURCES: PERSONNEL AND COMMUNICATIONS

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## Personnel

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A foreign service is people—people working for Canada in posts abroad under a variety of conditions, people being recruited, trained and counselled about long-term career paths, people and their belongings being moved from post to post, people whose daily needs and comforts while abroad must be looked after if they are efficiently to serve their Department and their country. All organizations of any kind have personnel sections, but the varied nature of the Department's work and the environments in which it is performed, the daily challenges posed by changing conditions at home and abroad and by the evolving policies and regulations of the public service as a whole, the complex human problems involved in a rotational service—all these factors make the functions of the Personnel Bureau and its component parts, the Personnel Operations Division, the Personnel Planning and Development Division and the Staff Relations and Compensation Division, both unique and vital to the Department.

During 1974 the number of Canadian public service employees in the Department increased modestly from 3,041 to 3,087. Of these, 790 officers and 1,264 support staff are members of the foreign service, of which 440 officers and 850 support staff were stationed abroad at the end of the year. In addition, the Department was served by approximately 2,200 locally-engaged employees at posts abroad. Both the Canada-based and the locally-engaged support staffs at posts support the program activities of all Federal Government departments engaged in foreign operations. Increased demands for manpower during the year included, for example, the opening of the embassy in Saudi Arabia and additional emphasis on the Department's information program.

To reflect Canada's bilingual nature, extensive efforts were being made in 1974 to ensure that a big majority of departmental employees would eventually have a working knowledge of both official languages and

that opportunities were provided for them to learn the local language required at the post in which they might be serving.

The foreign service has been blessed for many years by the presence of talented and vigorous women in its ranks, and the Personnel Bureau is working to see that this continues. Women have served at all levels and in virtually all major activity areas in the officer group, as well as providing great strength in the various support functions, including the communications and clerical as well as the stenographic. Several women have served and are serving as heads of post abroad and as directors general and directors at headquarters in Ottawa. The Department has continued to attract numbers of excellent female candidates in its annual recruitment competitions.

Recruitment of officer and support personnel is conducted through open competition. Foreign service officer recruitment is held each fall at universities throughout Canada and consists of written examinations and individual interviews. Stenographers and some other support personnel are also recruited through interviews conducted periodically in all major Canadian centres. These competitions constitute major activities for the Personnel Bureau. Specialists located in Ottawa—e.g. librarians, finance and personnel administrators and information officers—are recruited through the Public Service Commission as the need occurs.

Besides those functions common to most personnel administrations, including job classification, pay, vacation, health plans, and superannuation, the Personnel Bureau administers such items as educational, hospitality and other allowances, assisted leave, student travel and Canada leave, and foreign travel and removal. It also studies and reports to Treasury Board on the conditions of service abroad. In these and other ways the Bureau provides the services which help in aiding Canadians to serve efficiently.

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# Embassies

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A) Resident  
(Canadian representative resident in country)

<i>Country</i>	<i>City</i>
Algeria	Algiers
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
Brazil	Brasilia
Cameroon	Yaoundé
Chile	Santiago
People's Republic of China	Peking
Colombia	Bogota
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
Denmark	Copenhagen
Arab Republic of Egypt	Cairo
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
Federal Republic of Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
Holy See	Rome
Hungary	Budapest
Indonesia	Jakarta
Iran	Tehran
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Ivory Coast	Abidjan
Japan	Tokyo
Korea	Seoul
Lebanon	Beirut
Mexico	Mexico City
Morocco	Rabat
Netherlands	The Hague
Norway	Oslo
Peru	Lima
Philippines	Manila
Poland	Warsaw
Portugal	Lisbon
Saudi Arabia	Jeddah

Senegal	Dakar
South Africa	Pretoria
Spain	Madrid
Sweden	Stockholm
Switzerland	Berne
Thailand	Bangkok
Tunisia	Tunis
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United States of America	Washington
Venezuela	Caracas
Republic of Viet-Nam	Saigon
Yugoslavia	Belgrade
Zaire	Kinshasa

B) Non-resident  
(Canadian representative resides at the  
Canadian mission shown in brackets)

<i>Country</i>	<i>City</i>
Afghanistan (Pakistan)	
Bahrein (Iran)	
Bolivia (Peru)	
Bulgaria (Yugoslavia)	
Burma (Malaysia)	
Burundi (Zaire)	
Central African Republic (Cameroon)	
Chad (Cameroon)	
People's Republic of the Congo (Zaire)	
Dahomey (Ghana)	
Dominican Republic (Venezuela)	
Ecuador (Colombia)	
El Salvador (Costa Rica)	
Gabon (Cameroon)	
Guinea (Senegal)	
Honduras (Costa Rica)	
Iceland (Norway)	
Iraq (Iran)	
Jordan (Lebanon)	
Kuwait (Iran)	
Laos (Thailand)	
Libya (Tunisia)	
Luxembourg (Belgium)	
Madagascar (Ethiopia)	



## High Commissions

Mali (Senegal)<sup>1</sup>  
 Mauritania (Senegal)  
 Mongolia (Union of Soviet Socialist Republics)  
 Nepal (India)  
 Nicaragua (Costa Rica)  
 Niger (Ivory Coast)<sup>2</sup>  
 Oman (Iran)  
 Panama (Costa Rica)  
 Paraguay (Argentina)  
 Qatar (Iran)  
 Romania (Yugoslavia)  
 Rwanda (Zaire)  
 Somalia (Ethiopia)  
 Sudan (Arab Republic of Egypt)  
 Syrian Arab Republic (Lebanon)  
 Togo (Ghana)  
 United Arab Emirates (Iran)  
 Upper Volta (Ivory Coast)<sup>3</sup>  
 Uruguay (Argentina)  
 Democratic Republic of Viet-Nam (People's Republic of China)

A) Resident  
 (Canadian representative resident in country)

<i>Country</i>	<i>City</i>
Australia	Canberra
Barbados	Bridgetown
Bangladesh	Dacca
Britain	London
Cyprus	Nicosia
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica <sup>4</sup>	Kingston
Kenya	Nairobi
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Islamabad
Singapore	Singapore
Sri Lanka	Colombo
United Republic of Tanzania	Dar-es-Salaam
Trinidad and Tobago <sup>5</sup>	Port-of-Spain
Zambia	Lusaka

B) Non-Resident  
 (Canadian representative resides at the Canadian mission shown in brackets)

Bahamas (Jamaica)  
 Botswana (South Africa)  
 Fiji (Australia)  
 Gambia (Senegal)  
 Grenada (Barbados)  
 Lesotho (South Africa)  
 Malawi (Zambia)  
 Malta (Italy)  
 Mauritius (Tanzania)  
 Sierra Leone (Nigeria)  
 Swaziland (South Africa)  
 Tonga (New Zealand)  
 Uganda (Kenya)  
 Western Samoa (New Zealand)

<sup>1</sup>Officer resident in Bamako (Office of the Canadian Embassy to Mali)

<sup>2</sup>Officer resident in Niger (Office of the Canadian Embassy to Niger)

<sup>3</sup>Officer resident in Ouagadougou (Office of the Canadian Embassy to Upper Volta)

<sup>4</sup>High Commissioner also accredited as Commissioner for Canada to Belize.

<sup>5</sup>High Commissioner also accredited as Commissioner for Canada to the West Indies Associated States and Montserrat.

Permanent Delegations to International Organizations		Consulates General	
<i>Organization</i>	<i>City</i>	<i>Country</i>	<i>City</i>
European Communities (Atomic Energy, Coal and Steel, Economic)	Brussels	Australia	Melbourne Sydney
International Atomic Energy Agency	Vienna	France	Bordeaux Marseilles
North Atlantic Council	Brussels	Germany	Düsseldorf Hamburg
Organization for Economic Co-operation and Development	Paris	Iceland	Reykjavik (Honorary Consul)
United Nations	New York	Italy	Milan
United Nations (Geneva Office)	Geneva	Monaco <sup>6</sup>	
United Nations Educational, Scientific and Cultural Organization	Paris	United States of America	Atlanta Boston Chicago Los Angeles New Orleans New York San Francisco Seattle
United Nations Industrial Development Organization	Vienna		

Delegations to International Conferences		Consulates	
<i>Conference</i>	<i>City</i>	<i>Country</i>	<i>City</i>
Mutual and Balanced Force Reduction Talks	Vienna	Britain	Belfast Birmingham Glasgow Manchester
Conference on Security and Co-operation in Europe	Geneva	Brazil	Rio de Janeiro Sao Paulo Stuttgart
		Germany	
		San Marino <sup>7</sup>	
		United States of America	Buffalo Cleveland Dallas Detroit Minneapolis Philadelphia San Juan (Territory of Puerto Rico)

<sup>6</sup>Care of Canadian Consulate General, Marseilles.  
<sup>7</sup>Care of Canadian Embassy, Rome.

**Military Mission and Consulate**

<i>Country</i>	<i>City</i>
Germany	Berlin

**Commission**

<i>Country</i>	<i>City</i>
Hong Kong	Hong Kong

**Handling of Information in the new**

In 1974—the first full year of occupancy of the Lester B. Pearson Building by the Department—the problems of doing business and providing services in the new headquarters environment continued to be important. Not all the problems were solved during the year. Nor were the advantages of working in one location in Ottawa instead of 11 fully realized.

Progress was made, however, toward the use of computers to aid in handling the rapidly growing volume of information. This was particularly true in the communications area—telecommunications, library services, records keeping and departmental publications.

The acquisition of more modern equipment to increase the capability of the Canadian diplomatic communications system was the principal concern of the Telecommunications Division during the year. A contract was let for the supply of an automatic message switch in the Ottawa comcentre. This will make possible the automatic routing of messages to addressees in government departments in Ottawa and to posts abroad. Planning teams were formed to liaise with the supplier and assure adherence to security and operational requirements. Preliminary plans were made for the installation of a second switch in London when the Ottawa switch is fully operational. A replacement program for all teleprinter equipment in New York and Washington was approved by Treasury Board.

Work continued on the development of a program to acquire new cryptographic machines and teleprinters. The use of radio at selected posts was explored and progress made toward removing the obstacles posed by the Radio Regulations. Inter-city facsimile transmission tests were conducted between Ottawa and New York. Experiments were also undertaken to ascertain the practicability of long-distance transmission using high-speed magnetic tapes.



## quarters Environment

In the library field the principal achievement was the introduction of an automated cataloguing system using the facilities of a computer at the University of Toronto with entry by means of a display terminal in the External Affairs library. Catalogue cards and accession lists were thus produced for a large portion of the holdings at headquarters. The next step was expected to be the cataloguing of libraries at posts by the computerized system.

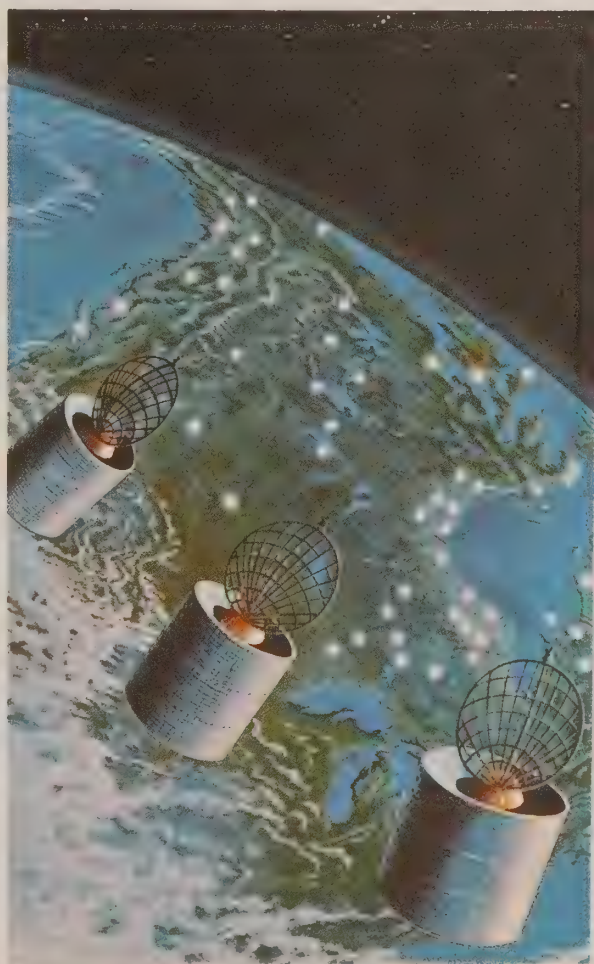
In the new building, Records Management has been provided with a good deal of modern mechanized equipment to facilitate the handling of paper and to make the operation more compact. A number of new systems were introduced to speed up the flow of mail. But, while the manual system of Records Management was thus developed considerably, the sheer volume of paper made it obvious that an electronic system would have to be introduced if records were to be effectively maintained.

To examine the requirement for computerized records handling, an information systems development team was set up in September and began looking into problems of indexing, storing and retrieving information throughout the Department. Its recommendations, it was realized, could have a profound effect on the way the Department does business. Technology in this field, above all in microphotography and computers, is well established. What is new and different is the development of techniques for indexing the vast range of information that flows to and from an organization which deals internationally with the full range of interests and activities of the Canadian Government.

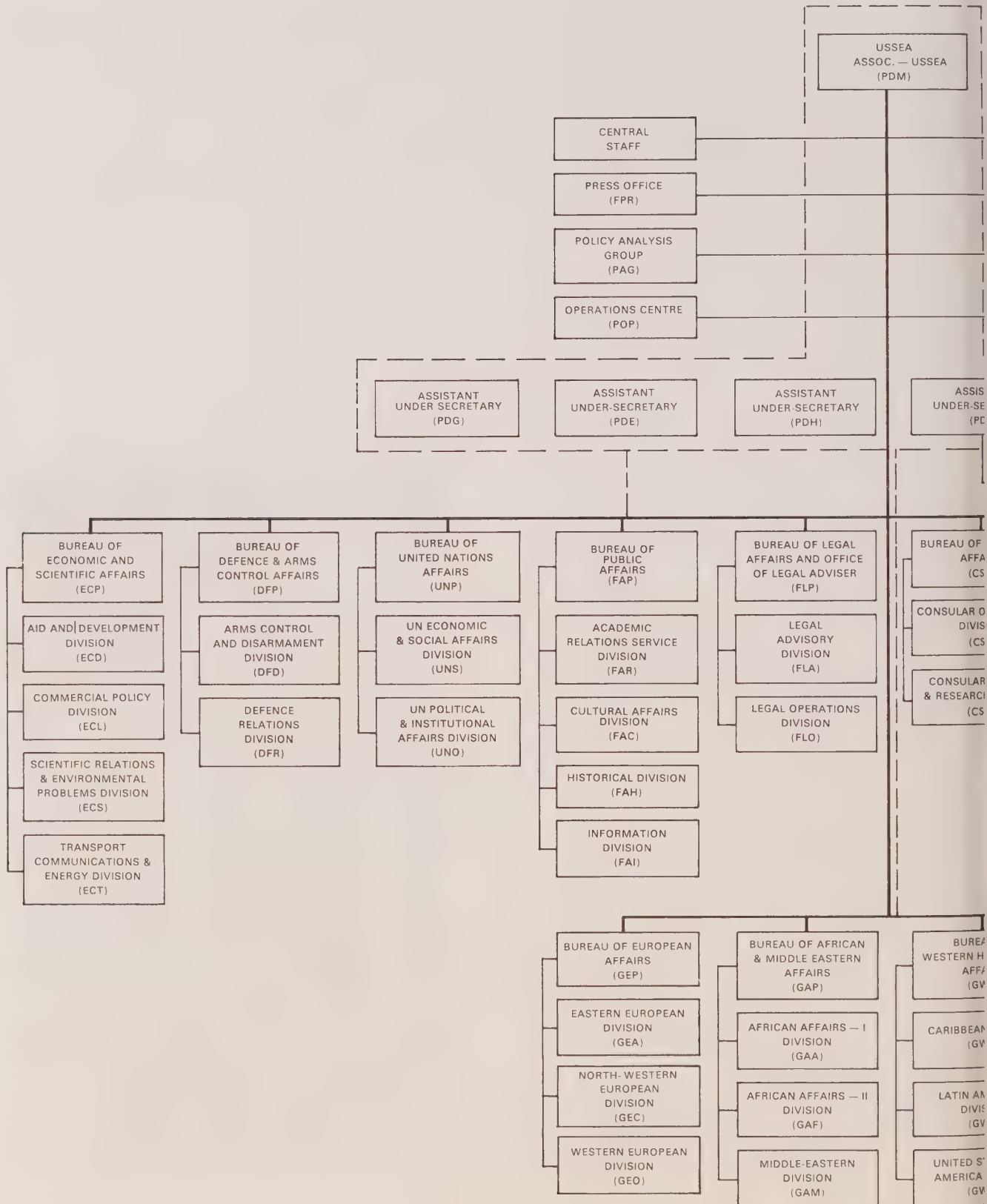
In the area of departmental publications, the use of computerized photo composition was extended to include the index of Administrative Manuals, the booklet *Information for Canadians Travelling Abroad*, and certain other publications. Work was also done on developing a computer program and master file for the

departmental telephone directories so that their updating could be automated during 1975.

*Telesat plays an important part in overseas communications.*



# Department of External Affairs Headquarters Organization Chart



PROTOCOL  
(PPR)

IAL RESEARCH  
AU (SRB)

INGUALISM  
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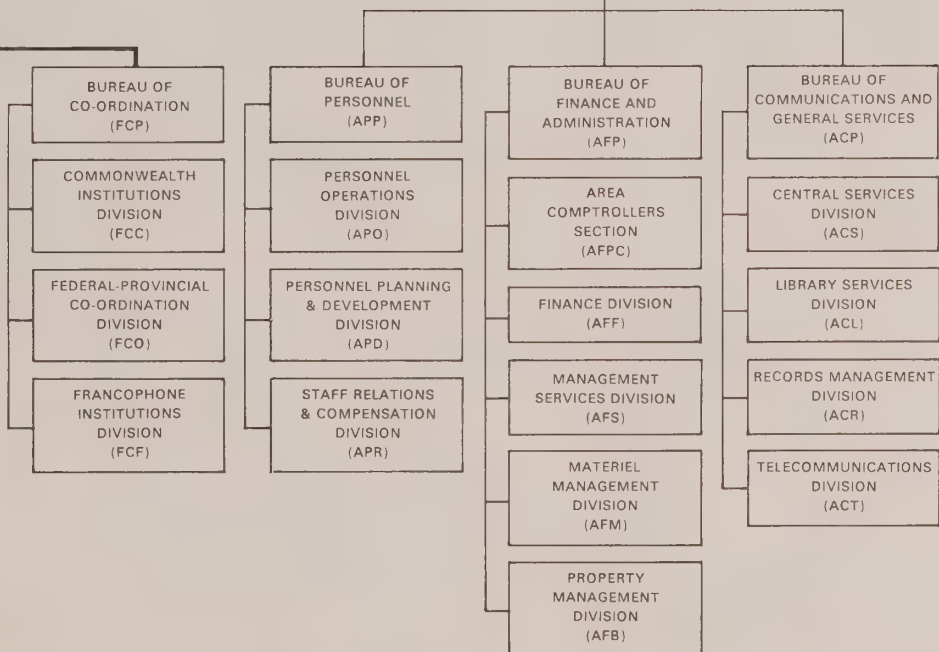
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ASSISTANT  
UNDER SECRETARY  
(PDA)





# INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1974

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## I Bilateral Agreements

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### Afghanistan

Trade Agreement between the Government of Canada and the Government of Afghanistan  
Kabul, November 27, 1974  
In force December 27, 1974

### Andean Development Corporation

Loan Agreement between the Government of Canada and the Andean Development Corporation for Pre-Investment Studies of Industrial Development Projects  
Caracas, March 29, 1974  
In force March 29, 1974

### Argentina

Exchange of Notes between the Governments of Canada and Argentina constituting an Agreement that Canadian-supplied Equipment, Material and Technology will not be used for Nuclear Explosives  
Buenos Aires, September 10 and 12, 1974  
In force September 12, 1974

### Australia

Exchange of Notes between the Government of Canada and the Government of Australia amending paragraph 4 of the Annex to the Australia-Canada Air Transport Agreement  
June 11, 1946  
Canberra, March 16, 1951  
In force March 16, 1951  
Terminated March 15, 1974

Exchange of Notes between the Government of Canada and the Government of Australia modifying the Air Services Agreement of June 11, 1946  
Canberra, March 15, 1974  
In force March 15, 1974

### Barbados

Exchange of Notes between the Governments of Canada and Barbados constituting an Interim Air Transport Agreement

Bridgetown, November 20, 1974  
In force November 20, 1974

### Bulgaria

Trade Agreement between the Government of Canada and the Government of the People's Republic of Bulgaria  
Sofia, February 12, 1973  
In force provisionally February 12, 1973  
with effect from October 8, 1969  
Instruments of Ratification exchanged at Ottawa January 7, 1974  
In force definitively January 7, 1974

### China, People's Republic of

Agreement between the Government of Canada and the Government of the People's Republic of China concerning the Exhibition of Archaeological Finds of the People's Republic of China  
Peking, March 15, 1974  
In force March 15, 1974  
Terminated on fulfilment of obligations  
November 16, 1974

### Colombia

General Agreement on Technical Co-operation between the Government of Canada and the Government of Colombia  
Bogota, November 17, 1972  
In force December 12, 1974

### Congo, People's Republic of

General Agreement on Co-operation between the Government of Canada and the Government of the People's Republic of the Congo  
Brazzaville, February 9, 1974  
In force provisionally February 9, 1974

### Cuba

Technical Co-operation Agreement between the Government of Canada and the Revolutionary Government of the Republic of Cuba

Havana, February 8, 1974  
In force February 8, 1974

## Denmark

Agreement between the Government of Canada and the Government of the Kingdom of Denmark relating to the Delimitation of the Continental Shelf between Greenland and Canada  
Ottawa, December 17, 1973  
Instruments of Ratification exchanged at  
Copenhagen, March 13, 1974  
In force March 13, 1974

## Fiji

Air Transport Agreement between the Government of Canada and the Government of Fiji  
Suva, April 30, 1974  
In force April 30, 1974

## France

Agreement between the Government of Canada and the Government of the French Republic concerning Films and Film Productions  
Ottawa, May 8, 1974  
In force June 7, 1974

## Germany, Federal Republic of

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany concerning the Training of Bundeswehr units in Canada (CFB Shilo)  
Ottawa, January 23, 1974  
In force January 23, 1974, with effect from January 1, 1974

## Greece (Hellenic Republic)

Agreement between the Government of Canada and the Government of the Hellenic Republic on Commercial Scheduled Air Services  
Athens, January 18, 1974

In force provisionally January 18, 1974

## Guyana

Exchange of Notes between the Government of Canada and the Government of Guyana constituting an Agreement to provide for the Exchange of Third Party Communications between Amateur Radio Stations of Canada  
Georgetown, December 11, 1973, and  
February 26, 1974  
In force March 28, 1974

## Honduras

Development Co-operation Agreement between the Government of Canada and the Government of the Republic of Honduras  
Tegucigalpa, September 3, 1974  
Instruments of Ratification exchanged  
February 18, 1975  
In force February 18, 1975

## ICAO

Exchange of Notes between the Government of Canada and the International Civil Aviation Organization amending the Supplementary Agreement signed  
April 7, 1971  
Ottawa and Montreal,  
August 16 and 29, 1974  
In force August 29, 1974

## Inter-American Development Bank

Agreement between the Inter-American Development Bank and the Government of Canada for the Provision of Funds for a Special Program for Financing the Preparation of Development Projects  
Washington, March 22, 1974  
In force March 22, 1974

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## Italy

Film Co-production Agreement between  
Canada and Italy with Protocol of  
Agreement

Ottawa, June 16, 1970

Provisionally in force June 16, 1970

Instruments of Ratification exchanged at

Rome July 4, 1974

Definitively in force July 4, 1974

Exchange of Notes between the Governments  
of Canada and Italy constituting an  
Agreement for the Avoidance of Double  
Taxation of Income derived from the  
Operation of Aircraft

Ottawa, October 29, 1974

## Korea

Exchange of Notes between the Government  
of Canada and the Government of the  
Republic of Korea constituting an

Agreement for the Avoidance of Double

Taxation of Income derived from the

Operation of Ships or Aircraft in

International Traffic

Ottawa, November 15, 1974

In force November 15, 1974

## Mexico

Exchange of Notes between the Government  
of Canada and the Government of the  
United States of Mexico constituting an  
Agreement for the Avoidance of Double  
Taxation of Income derived from the  
Operation of Ships or Aircraft in  
International Traffic

Mexico, D.F., January 29, 1974

In force January 29, 1974, with effect from  
January 15, 1973

## Morocco

Exchange of Notes between the Government  
of Canada and the Government of Morocco  
constituting an Agreement relating to  
Canadian Investments in Morocco insured  
by the Government of Canada through its  
agent the Export Development Corporation  
Ottawa and Rabat, November 30, 1973,

and March 12, 1974

In force March 12, 1974

## Netherlands

Air Transport Agreement between the  
Government of Canada and the Government  
of the Kingdom of the Netherlands

Ottawa, June 17, 1974

In force provisionally June 17, 1974

## Nicaragua

Exchange of Notes between the Government  
of Canada and the Government of  
Nicaragua constituting an Agreement to

provide for the exchange of third party  
communications between amateur radio  
stations of Canada and Nicaragua

San José and Managua, August 29 and  
December 20, 1973

In force January 19, 1974

## Senegal

Exchange of Notes between the Government  
of Canada and the Government of the  
Republic of Senegal constituting an  
Agreement concerning the applicability to  
Canada of the Global Atmospheric  
Research Project (GARP) and related  
Protocol of Execution

Dakar, May 3 and June 18, 1974

In force June 18, 1974



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## Trinidad and Tobago

Exchange of Notes between the Government of Canada and the Government of Trinidad and Tobago constituting an Agreement relating to Canadian Investments in Trinidad and Tobago insured by the Government of Canada through its Agent the Export Development Corporation Port of Spain, February 8, 1974  
In force February 8, 1974

## U.S.S.R.

Protocol to further extend certain provisions of the Trade Agreement between the Government of Canada and the Government of the U.S.S.R. signed at Ottawa on February 29, 1956  
Moscow, April 7, 1972  
In force provisionally April 7, 1972  
Instruments of Ratification exchanged January 15, 1974  
In force definitively January 15, 1974

## U.S.A.

Exchange of Notes between the Government of Canada and the Government of the United States of America extending for a period of fourteen (14) days the Agreement on Reciprocal Fisheries Privileges dated June 15, 1973  
Ottawa, April 24, 1974  
In force April 24, 1974

Exchange of Notes between the Government of Canada and the Government of the United States of America extending until April 24, 1975, the agreement between Canada and the United States of America on reciprocal fishing privileges in certain areas off their coasts signed at Ottawa June 15, 1973<sup>2</sup>  
Ottawa, May 8, 1974  
In force May 8, 1974

Non-scheduled Air Service Agreement between Canada and the United States of America  
Ottawa, May 8, 1974  
In force May 8, 1974

Agreement between the Government of Canada and the Government of the United States of America on Air Transport Preclearance  
Ottawa, May 8, 1974  
In force May 8, 1974

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Air Transport Agreement of January 17, 1966  
Ottawa, May 8, 1974  
In force May 8, 1974

Exchange of Notes between the Governments of Canada and the United States of America constituting an Agreement extending until June 30, 1976, the Agreement concerning Project Skylab  
Ottawa, September 30 and November 26, 1974  
In force November 26, 1974

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning a Joint Marine Pollution Contingency Plan  
Ottawa, June 19, 1974  
In force June 19, 1974

Exchange of Notes between the Government of Canada and the Government of the United States of America constituting an Agreement to Amend the Treaty on Extradition signed at Washington December 3, 1971  
Washington, June 28 and July 9, 1974

Exchange of Notes between the Government of Canada and the Government of the United States of America extending until June 30, 1977, the Agreement concerning the Operation of Mobile Seismic Observatories (Project Vela Uniform)  
Ottawa, August 14 and December 19, 1974  
In force December 19, 1974  
With effect from July 1, 1974

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## II Multilateral Agreements

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International Sugar Agreement, 1973  
Done at Geneva, October 13, 1973  
Signed by Canada December 14, 1973  
Canada's Instrument of Ratification  
deposited December 28, 1973  
Entered into force for Canada  
January 1, 1974

Agreement to amend Article 56 of the  
Agreement of August 3, 1959, to supplement  
the Agreement between the Parties to the  
North Atlantic Treaty regarding the  
Status of their Forces with respect to  
foreign forces stationed in the Federal  
Republic of Germany  
Bonn, October 21, 1971  
Signed by Canada October 21, 1971  
Canada's Instrument of Ratification  
deposited June 20, 1972  
Entered into force for Canada  
January 18, 1974

Arrangement regarding International Trade  
in Cotton Textiles  
Geneva, December 20, 1973  
Signed by Canada March 15, 1974  
Entered into force for Canada  
March 15, 1974

International Convention on Simplification  
and Harmonization of Customs Procedures  
Done at Kyoto, May 18, 1973  
Signed by Canada with reservations  
April 19, 1974

Partial Revision of the Radio Regulations  
by the World Maritime Administrative  
Radio Conference, Geneva 1974  
Geneva, June 8, 1974  
Signed by Canada June 8, 1974

International Convention to Facilitate the  
Importation of Commercial Samples and  
Advertising Material  
Geneva, November 7, 1952  
Canada's Instrument of Accession  
deposited June 12, 1974  
In force for Canada July 12, 1974

Amendments to Articles 34 and 55 of the  
Constitution of the World Health  
Organization of July 22, 1946 (Adopted at

the 26th World Health Assembly)  
Geneva, May 22, 1973  
Canada's Instrument of Acceptance  
deposited June 14, 1974

Protocol extending the International Food  
Aid Convention of 1971  
Washington, April 2, 1974  
Signed by Canada April 19, 1974  
Canada's Instrument of Ratification  
deposited June 14, 1974

In force for Canada June 19, 1974, with  
respect to all provisions other than  
Article II of the Convention and Article  
III of the Protocol and July 1, 1974, with  
respect to Article II of the Convention and  
Article III of the Protocol

Protocol extending the International Wheat  
Trade Convention of 1971  
Washington, April 2, 1974  
Signed by Canada April 19, 1974  
Canada's Instrument of Ratification  
deposited June 14, 1974

In force for Canada June 19, 1974, with  
respect to all provisions of the  
Convention, other than Articles 3 to 9  
inclusive and Article 21 and July 1, 1974,  
with respect to Articles 3 to 9 inclusive  
and Article 21 of the Convention

Convention on the Prevention and  
Punishment of Crimes against  
Internationally Protected Persons,  
Including Diplomatic Agents  
New York, December 14, 1973  
Signed by Canada June 26, 1974

Agreement concerning participation in the  
second phase of Construction of the Nam  
Ngum Power Facilities Project in Laos  
Manila, June 26, 1974  
Signed by Canada June 26, 1974  
In force for Canada July 5, 1974

Agreement on the GARP Atlantic  
Tropical Experiment (GATE) between the  
World Meteorological Organization, the  
Government of the Republic of Senegal  
and other member States of the World  
Meteorological Organization participating  
in the Experiment

Done at Geneva, June 27, 1973  
In force June 27, 1973  
Entered into force for Canada  
June 18, 1974<sup>1</sup>

Protocol of Execution of the Agreement  
on the GARP Atlantic Tropical Experiment  
Done at Geneva, December 28, 1973  
In force December 28, 1973  
Entered in force for Canada  
June 18, 1974

Convention on the International Trade in  
Endangered Species of Wild Flora and  
Fauna (with Appendices)  
Washington, March 3, 1973  
Signed by Canada July 2, 1974

Revised Telegraph and Telephone  
Regulations (1973 edition) adopted by the  
World Administrative Telegraph and  
Telephone Conference  
Done at Geneva, April 11, 1973  
Signed by Canada April 11, 1973  
Canada's Instrument of Approval deposited  
July 11, 1974  
Partially in force September 1, 1974<sup>2</sup>

Amendments (1971) to the International  
Convention on Load Lines, 1966  
London, October 12, 1971  
Canada's Instrument of Acceptance  
deposited August 14, 1974

Amendments (1971) to the International  
Convention for the Prevention of the  
Pollution of the Sea by Oil, 1954  
London, October 12 and 15, 1971  
Canada's Instrument of Acceptance  
deposited August 14, 1974

Amendments (1968, 1969 and 1971) to the  
International Convention for the Safety of  
Life at Sea, 1960  
London, November 26, 1968, October 21,  
1969, and October 12, 1971  
Canada's Instrument of Acceptance  
deposited August 14, 1974<sup>3</sup>

Vienna Convention on Consular Relations  
Vienna, April 24, 1963  
Canada's Instrument of Accession

deposited July 18, 1974  
In force for Canada August 17, 1974

Customs Convention on the Temporary  
Importation of Scientific Equipment  
Done at Brussels, June 11, 1968  
In force September 5, 1969  
Canada's Instrument of Accession  
deposited July 24, 1974  
Entered into force for Canada  
October 24, 1974

Instrument of Amendment to the  
Constitution of the International Labour  
Organization  
Geneva, June 22, 1972  
Canada's Instrument of Ratification  
deposited November 9, 1972  
In force November 1, 1974

Agreement establishing the International  
Energy Programme  
Done at Paris, November 18, 1974  
Signed by Canada November 18, 1974

Customs Convention on the International  
Transport of Goods under cover of TIR  
Carnets (and Protocol of Signature)  
Done at Geneva, January 15, 1959  
Canada's Instrument of Accession  
deposited November 26, 1974

\*1974 Maritime World Administrative Radio Regulations of  
June 8, 1974, which constitutes appendix to Revised Telegraph  
and Telephone Regulations, does not enter into force until  
January 1, 1976.

\*\*With a reservation as to the amendment of October 12, 1971.



Agreement for the Conservation of  
Polar Bears

Done at Oslo, November 15, 1973

Signed by Canada November 15, 1973

Canada's Instrument of Ratification

deposited December 16, 1974,

accompanied by the following

declaration:

In depositing this Instrument of Ratification  
the Government of Canada declares as  
follows:

1. The Government of Canada interprets  
the phrase "scientific purposes" in  
Article III, paragraph 1(a), as including  
scientific "research" and scientific  
"management" and considers that the term  
"taking" in Article III, paragraph 1,  
includes the capturing and killing of polar  
bears by the use of various means, including  
"aircraft and large motorized vessels", in  
order to meet the requirements of Article  
VII, despite the general prohibition of such  
means contained in Article IV.

2. As regards the hunting rights of local  
people, protected under Article III,  
paragraph 1, sub-paragraphs (d) and (e),  
Canadian practice is based on the  
following considerations:

(a) Research data, compiled annually by  
the Federal Provincial Polar Bear  
Technical Committee, indicate that there  
is, in Canada, a harvestable quantity of  
polar bears. On the basis of these  
biological data, the Committee  
recommends annual management quotas  
for each sub-population.

(b) The polar bear hunt in Canada is an  
important traditional right and cultural  
element of the Inuit (Eskimo) and  
Indian peoples. In certain cases this hunt  
may extend some distance seaward.  
Traditional methods are followed in this  
hunt.

(c) In the exercise of these traditional  
polar bear hunting rights, and based on  
the clause "in accordance with the laws  
of that Party", the local people in a  
settlement may authorize the selling of a  
polar bear permit from the sub-

population quota to a non-Inuit or non-  
Indian hunter, but with additional  
restrictions providing that the hunt be  
conducted under the guidance of a native  
hunter and by using a dog team and be  
conducted within Canadian jurisdiction.  
The Government of Canada therefore  
interprets Article III, paragraph 1, sub-  
paragraphs (d) and (e) as permitting a token  
sports hunt based on scientifically sound  
settlement quotas as an exercise of the  
traditional rights of the local people.

3. The Government of Canada interprets  
the requirement to "consult" in Article  
VII, as applying only when any other  
Party requests such consultation, not as  
imposing a requirement to hold consultations  
annually.

Amended Text of Article VII of the  
Convention on Facilitation of International  
Maritime Traffic, 1965

Adopted at London, November 19, 1973

Canada's Instrument of Acceptance

deposited December 19, 1974

Protocol relating to an Amendment to  
Article 56 of the Convention on  
International Civil Aviation

Done at Vienna, July 7, 1971

Canada's Instrument of Ratification

deposited December 3, 1971

In force for Canada December 19, 1974

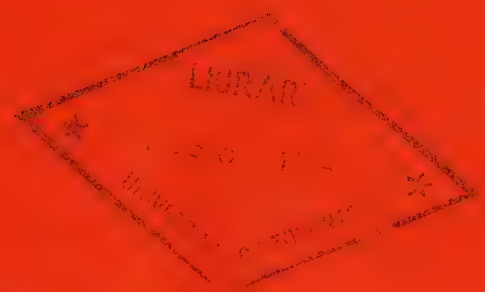
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# Department of External Affairs



## Annual Review 1975



Department of External Affairs   annual review 1975





The Honourable Allan J. MacEachen

*Secretary of State for External Affairs*

I have the honour to submit for your consideration the Annual Review of the Department. In accordance with the provisions of the Department of External Affairs Act, this report deals with our activities during the calendar year 1975.

A handwritten signature in dark ink, reading "T. B. Robinson". The signature is written in a cursive style with a large, flowing initial "T".

Under-Secretary of State  
for External Affairs

Ottawa, 1976

Minister of Supply and Services Canada 1976

Cat. No.: E1-1/1975



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# The Search for Adjustment: Consultation and Co-operation

The year 1975 brought welcome progress in reducing international tensions. The agreement on the Final Act of the Conference on Security and Co-operation in Europe (CSCE) was a significant milestone in continuing efforts to improve relations between East and West, while the inauguration of the Conference on International Economic Co-operation (CIEC) represented an important attempt to develop a North-South dialogue. Canada, as one of the signatories of the Final Act and as co-chairman of the CIEC, was deeply involved in both conferences.

## Conference on Security and Co-operation in Europe

The Final Act of the CSCE was signed in Helsinki on August 1 by the heads of government of 33 European states, Canada and the United States. It was the culmination of more than two years of intense negotiation aimed at the establishment of a basis for the development of better relations among participating states and their people. The forward-looking document that emerged laid the groundwork for mutually-advantageous co-operation on the basis of equality. While it was clear that it did not mean an end to East-West ideological and political differences, the Final Act reflected a recognition by all concerned that, however imperfect, co-operation was preferable to confrontation and, indeed, was vital in an age when nuclear mass destruction was an ever-present threat.

The Final Act supported the principle of co-operation and more open communication among people as well as states. Canada believes that the development of human contacts, and the freer movement of people and ideas, are essential to the improvement of relations between East and West. It is the impact of this document on people that will lend substance to our goal of achieving the mutual understanding and confidence necessary for an enduring security and co-operation. The Canadian hope is that, as channels of communication open and as mutually-beneficial economic and technical co-operation is developed, the people and their leaders in both East and West will overcome the mutual mistrust of the past 30 years. (See pages 16 and 63)

## Defence Structure Review

At the same time, it is the Canadian view that the reduction of tensions will continue to

depend for the foreseeable future on the maintenance of a rough balance of power. Consequently, active participation in the North Atlantic Treaty Organization (NATO) remains a basic principle of Canadian policy. As a result of the Defence Structure Review undertaken during 1975, Canada reaffirmed these commitments and announced its intention to reinforce its contribution to NATO's joint defence effort with a view to the preservation of a strategic balance that would reduce the risk of war and encourage improved relations.

## MBFR and SALT

Thirty years after the end of the Second World War, a fundamental objective of all countries is to ensure that another such war never takes place. A major concern is to prevent hostilities where possible, and to ensure their containment if they do occur in order to avoid an escalation that could involve a nuclear confrontation between the super-powers. Urgent and close attention must be given to the achievement of arms control and the reduction of forces and, with the CSCE concluded, Canada looks for substantial progress in negotiations between NATO and the Warsaw Pact in Vienna on Mutual and Balanced Force Reductions in Central Europe (MBFR), as well as in the Strategic Arms Limitations Talks (SALT) between the United States and the Soviet Union in Geneva.

At the end of the year, the Middle East remained the most serious potential threat to world peace, although the Second Stage Disengagement Agreement in Sinai, which was put into effect during 1975, represented a beginning — however fragile — towards a resolution of the underlying tensions in the area. Canada is concerned at the ever-present risks of armed conflict and great-power confrontation. Canadian policy continues to be one of balance and objectivity, with participation in peacekeeping operations and support for initiatives aimed at securing a permanent settlement that takes into account the legitimate interests of all parties.

Hostilities in Indochina came to an end in 1975 but, as the year ended, developments in Angola threatened to envelope the whole of Southern Africa and raised questions concerning the validity and viability of *détente*. While SALT and MBFR negotiations had been of major importance in promoting a climate of



strategic stability and political *détente*, there was no indication of immediate progress in strategic-arms limitations or in the reduction of forces in Europe. Canadian policy accordingly supports collective consultation through NATO and strategic deterrence, while at the same time maintaining efforts to secure disarmament and the development of mutually-beneficial international co-operation.

## **Conference on International Economic Co-operation**

By the end of the year, there were indications that the industrialized nations of the West were at last emerging from the world-wide recession that first became evident in 1973, and that rampant inflation, rising unemployment and negative growth were being contained and in some areas reversed. Although there were indications of modest economic recovery, it was questionable whether there would be a return to the sustained general economic expansion of the early 1970s. The international recession had called into question the appropriateness and adequacy of the postwar international monetary system, traditional trading patterns and the assumption of unlimited economic growth.

The unprecedented concurrence of acute inflation and recession and, in particular, the increase in oil prices and the higher costs of food and fertilizer continued to place severe strain on international economic relations, above all those between the developed and the developing world. The effects were felt most strongly in the developing countries — especially the least-developed — which found themselves caught between increasing prices for energy and for imported manufactured goods, on the one hand, and uncertain demand and unstable returns for their own primary products, on the other.

The seventh special session of the United Nations General Assembly represented a major step forward in the development of a North-South dialogue, aimed at establishing a sound and effective basis for economic co-operation that would enable all countries — industrial and developing, consumer and producer, rich and poor — to face the future with confidence. In discussions characterized by an encouraging degree of co-operation, the General Assembly adopted positive and far-reaching resolutions on international development co-operation that sought to

reconcile conflicting interests and to reflect the realities of global interdependence.

It was a desire to maintain the momentum generated at the seventh special session, and to carry further the spirit of constructive compromise that characterized those discussions, that inspired the Conference on International Economic Co-operation that opened in Paris in December, with Canada and Venezuela as co-chairmen and 27 countries, representing both consumers and producers, participating in discussions focusing on energy, raw materials, development and financial affairs. The CIEC represented a major attempt to achieve greater equality in international economic relations, and the more equitable sharing of global resources.

As a country whose economy is highly dependent on foreign trade, Canada has a vital interest in a strong and versatile world economy. Canada's position as a major producer as well as a consumer, and its continuing dependence on foreign capital and on the export of primary products, encourages an understanding of the aims and aspirations of developing states that was aptly demonstrated during the seventh special session and by the Canadian role as co-chairman of the CIEC. Canadian leaders have specifically and publicly stressed the importance and urgency of finding a new international economic equilibrium and Canada's readiness to co-operate fully in reducing the economic vulnerability of the emerging nations and improving the lives of their people.

## **Development and economic co-operation**

Canada has for more than 20 years been involved in a wide-ranging program of development assistance to developing nations. The Strategy for International Development Co-operation for 1975-80, which was presented during 1975, reaffirmed the Canadian commitment towards Third World development and reiterated Canadian recognition of the fundamental right of all human beings to share the resources and conditions necessary for human life and dignity to flourish. The strategy called for concentrating aid in programs that benefited the poorest sectors of society in the countries most seriously affected by the world economic situation, so far as this was possible.

There was also Canadian support for the activities in 1975 of the International Energy



Agency (IEA) as a forum for international consultation and co-operation in the energy field. At the same time, Canada pressed in the continuing multilateral trade negotiations (MTN) and in the International Monetary Fund (IMF) — particularly the Interim Committee chaired by the Canadian Minister of Finance — for the development of a more liberal international trading environment and a review of the international monetary system. In the Canadian view, the viability of an increasingly interdependent world order rests on the creation of an international economic system that more effectively meets changing needs and concerns.

## United Nations

Developments during 1975 demonstrated more clearly than ever before the interdependence of all nations of the world — whether of North or South, East or West. The CSCE and the CIEC contributed to the process, but the United Nations remained the major international forum for discussion of the issues of peace and security and of development. In 1975 the world body reached its thirtieth anniversary, and 1975 was also officially designated as International Women's Year, which was highlighted by a major United Nations conference in Mexico City in June.

The Third Conference on the Law of the Sea pursued deliberations begun in 1974, with 135 countries participating and with some 100 subjects for discussion. One of the most important but least-recognized activities of the United Nations has been its regular and persistent efforts to contribute to a stable world order through the progressive development of international law. The Law of the Sea Conference, in particular, has made significant progress in the development of new rules reflecting the need for the preservation of the maritime environment and the conservation of marine resources. During an eight-week session in Geneva and in negotiations that continued throughout 1975, the conference achieved broad agreement on revolutionary legal conceptions such as the "economic zone" and the "common heritage of mankind". Canada attaches the greatest importance to the success of the conference, and to the conclusion of viable and balanced international agreements that respond to global needs and will provide a further practical demonstration of the importance of securing multilateral solutions to global problems.

During the troubled years 1974 and 1975, Canadian spokesmen openly and clearly expressed their confidence that, despite its imperfections and difficulties, the United Nations remained indispensable to successful international co-operation in an interdependent world. In the face of serious questioning about the future of the organization, they reaffirmed Canada's dedication to the ideals and principles expressed in the Charter, and Canada's support for efforts to embody these principles in action. The seventh special session lent particular encouragement to the Canadian belief that this policy remained viable in spite of the problems facing the international forum. Canada continued during the year to play an active and constructive role not only in the General Assembly but also in the UN Specialized Agencies, in peacekeeping operations and in global conferences seeking to resolve world-wide problems of critical importance to mankind.

## The Third Option: relations with EC, Japan, U.S.A.

The year 1975 saw the further development of the "Third Option" policy, by which Canada seeks to lessen over time the vulnerability of the Canadian economy to external factors — particularly the preponderant impact of the United States — and to strengthen Canada's capacity to advance its own goals. Consistent with this long-term strategy is the deliberate diversification of Canada's political and economic links in the international community. Relations with Western Europe, and particularly the European Community, which — because of historical, cultural, institutional and personal ties — have always had an important place in Canadian priorities, continued to provide the most promising opportunities for diversification. The visits to Western Europe during the year of Prime Minister Trudeau and of Allan J. MacEachen, the Secretary of State for External Affairs, were indicative of the importance that Canada attached to the relationship. As the year ended, substantial progress had been made in preparing the way for the formal negotiation of a framework agreement for economic and commercial co-operation between Canada and the European Community. It was expected that the opening round of negotiations would take place during the first quarter of 1976.

As the world's third economic power, a liberal democracy and a Pacific power, as well as Canada's second-largest trading partner, Japan also occupies a key place in the Canadian pursuit of a comprehensive, long-term strategy of developing and strengthening the Canadian economy and other aspects of national life. The seventh Japan-Canada Ministerial Committee meeting in June, which was attended by five Canadian ministers led by the Secretary of State for External Affairs, set the stage for positive progress in the development of mutually-beneficial co-operation in the economic and other fields.

While Canada continued to pursue a policy of diversification in its international relations, it was clear that the relationship with the United States remained by far the single most important element in Canadian foreign policy, with implications for almost every aspect of Canadian national life. Developments in the United States continued to have a direct, and sometimes immediate, impact in Canada. However, there is also an increasing awareness in the United States of Canadian actions and attitudes, as important sectors of the United States grow more conscious of the degree to

which Canadian activities can, and do, affect United States interests. Accordingly, Canadian policy sought the promotion of co-operation and consultation on a wide range of issues and the maintenance of a sound general relationship that by its magnitude, diversity and unique nature is central to Canadian foreign policy.

The year 1975 brought both new and continuing challenges for the international community and for Canada. It brought renewed recognition of global interdependence and the need for dialogue and collective action to solve the many and ever-increasing problems of common interest and concern. It saw the emergence of new relationships and new mechanisms and significant progress towards consultation and co-operation rather than confrontation — dialogue and discussion rather than division.

# I Regional Activities

## Africa and the Middle East

These regions, comprising part of the world's largest continent and all of the second-largest, the birthplace of mankind itself, the cradle of civilization and the crucible of many of its greatest ideas, have continued to be a focus of global concern during 1975. Within this vast area stretching from the Caucasus and steppes of Central Asia to the Atlantic and the Cape of Good Hope lie more than 60 independent states, from some of the oldest to some of the newest, in which live more than 400 million people. Their inhabitants represent a great diversity of cultural and linguistic groups dwelling in flatlands and mountains, deserts and rain forests. Here are to be found some of the greatest reservoirs of natural resources, upon which depends much of the world's industrial activity.

There are in Africa and the Middle East groups of states whose resources, policies and needs command attention in international forums at the present time. The majority of OPEC members and many of the Group of 77 are located in these regions. Thus they present a contrast between some of the world's richest states and many of its poorest. Canada has a variety of relations with this area, in which new forms of assistance evolve, in the face of newly-acquired wealth and widespread poverty, which have produced some of the world's highest and lowest *per capita* incomes. The hopes and aspirations of the regions — politically, economically and culturally — are reflected in the growing influence their components wield within the United Nations and associated institutions. The problems of few other regions pervade the world organization to a greater degree. Interregional and local rivalries, economic and social frustrations and the search for national and cultural identity make Africa and the Middle East regions of continuous instability and unrest.

Although it is located far from these regions, Canada has established relations with most of their states. In Africa these relations have in many instances developed from Commonwealth and La Francophonie connections and out of our own quest for national unity. With rapidly-growing populations, these regions represent large potential markets for Canada's products and technology; Africa, in particular, is an area of concentration for our aid programs to help raise the living standards of its peoples. The search for peace and security, for an improved quality

of life and for social justice have made Africa and the Middle East a focus for the international community's most pressing political problems. Canada, in its relations with African and Middle Eastern states, has demonstrated its anxiety and concern over the Israeli-Arab conflict by its participation in peacekeeping activities and the search for solutions. It has recorded its opposition to unacceptable practices in surviving colonial areas, and to the *apartheid* policies of South Africa.



# Africa

Mr. MacEachen's first official visit overseas as Secretary of State for External Affairs was to West Africa, which is an indication of the importance Canada attaches to its relations with the African continent. During his 17-day trip in April, the object of which was to strengthen and diversify Canada's relations with countries in which the Canadian presence had not yet been sufficiently manifest, the Minister was received in Nigeria, Upper Volta, Ivory Coast, Cameroon and Ghana. The visit provided the opportunity to consolidate bilateral relations, to implement a policy of wider political and economic consultations — in particular concerning the "New Economic Order" — and to explain directions in Canadian policy on other important points. Thus it served to strengthen relations among both Commonwealth and *francophone* countries, and enabled Canada to discuss new policies of co-operation and to review trade prospects with some of its most important African partners.

Mr. MacEachen's visit to Africa was returned soon afterwards by the visit to Canada of President Lamizana of Upper Volta, who also serves as president of the multinational Committee to Combat Drought in the Sahel. During this visit, views were exchanged on problems arising from development plans, and Canada stressed its wish to increase co-operation with Upper Volta. Canada also agreed to pledge about \$20 million for the development of priority sectors indicated by the Government of Upper Volta, such as rural development, transport and mines.

Other official visits to Ottawa included those of the Minister of the Interior of Guinea, the Minister of Transport of the People's Republic of the Congo, the Minister of External Affairs of Chad and the Minister of Planning and Co-operation of Senegal. These visits were a good indication of the close relations between Canada and West Africa, and they enabled Canada to survey its program of co-operation with each country and to exchange views on issues of mutual concern.

In other respects, 1975 was marked in Africa by several changes of government, some brought about by violence. President Gowon of Nigeria was deposed while attending a meeting of the Organization for African Unity in Kampala. President Tombalbaye of Chad died in a *coup d'état*. Madagascar was shaken by a number of violent movements, which seem to have ceased since President Ratsiraka came to

power. The situation remained unstable in some parts of Ethiopia, and new outbreaks of violence swept Angola and the Western Sahara.

## Decolonization continued

North Africa was disturbed by the question of the decolonization of the Spanish Sahara. This issue was considered in the highest international forums — the International Court of Justice and the thirtieth session of the UN General Assembly — and it gave rise to intensive diplomatic negotiation between Morocco, Mauritania, Spain and Algeria.

The withdrawal of Portugal from Africa as a colonial power was completed during 1975. To initiate the establishment of meaningful relations with the new countries that were emerging from the Portuguese colonial empire and to demonstrate Canada's interest, a special mission to Angola and Mozambique was arranged, composed of representatives of the Departments of External Affairs and Industry, Trade and Commerce, and of the Canadian International Development Agency. Unfortunately, owing to the outbreak of hostilities in Angola and to administrative difficulties in Mozambique, the special mission had to be cancelled at the last moment.

The independence of each of the former colonies — Cape Verde Islands, São Tomé and Príncipe, Mozambique and Angola — was welcomed as it was achieved, and agreement was reached with Mozambique on the establishment of non-resident diplomatic representation. On the other hand, the situation in Angola at the time of independence (November 11) was so confused and unstable that Canada was unable to recognize either of the rival groups that claimed to govern the country. At the United Nations, Canadian representatives condemned the foreign intervention that was exacerbating the differences and called upon all parties concerned to work to resolve the conflict through negotiation and conciliation. As evidence of its concern for the people of Angola, the Canadian Government contributed over \$250,000 to International Red Cross programs to help the victims of the fighting.

## Southern Africa

In Rhodesia, movement towards a peaceful settlement was seriously interrupted when the fragile unity of the nationalist groups in the African Nationalist Council threatened to

disintegrate. However, towards the end of the year, the Smith regime and the leadership of the ANC under Joshua Nkomo were involved in apparently serious constitutional negotiations. At the United Nations, a consensus was reached on a major resolution on Rhodesia, emphasizing the international rejection of the illegal white minority regime. Canada urged the Security Council to re-examine the sanctions imposed in 1968, with a view to establishing more comprehensive and effective measures.

In accordance with the policy of seeking social justice through peaceful means, Canada has strongly condemned the practice of *apartheid* and racial discrimination in South Africa as a denial of fundamental human rights. Canada's views on these and other policies of the South African Government were reiterated in a statement delivered at the thirtieth session of the UN General Assembly on October 23 by Louis Duclos, M.P., who represented Canada in the debate on this subject. Canada's opposition to *apartheid* in sports was strengthened during 1975 when the Government decided that, in addition to not providing financial or moral support for Canadian participation in athletic events in South Africa, it would not support any athletic event in Canada that allowed South African participation.

Canada has continued to support the efforts of the United Nations to find a peaceful and rapid solution to the dispute over the right of the people of Namibia to self-determination. In spring 1975, the UN Commissioner for Namibia, Sean McBride, visited Ottawa and discussed the Namibian situation with Mr. MacEachen. Partly as a result of this visit, Canada decided to contribute \$100,000 to the UN Fund for Namibia for its Namibia Institute, to be located in Lusaka, Zambia. This is one of the largest contributions to date to this body, which will provide Namibians with training in the administration and civil service fields in preparation for the period following independence, when such skills will be needed.

In the Maghreb, Canada took part in exchanges of official missions, involving periodic consultations on general bilateral relations and co-operation, and of trade missions, in particular with Morocco and Tunisia. An air agreement was signed with Morocco in February, establishing the first air link between Canada and the African continent, providing for service between Montreal and Casablanca.

## Development co-operation

In the fiscal year 1974-75, Canada contributed \$180 million in bilateral aid to African countries (\$105 million to African Commonwealth countries and \$75 million to *francophone* countries), in addition to allocations made to regional-development banks and multilateral organizations operating in the area.

In the past year, the Canadian program attained a greater degree of consolidation, concentrating on the critical areas in development such as the infrastructure of transport and communications, agricultural development, research on raw materials and projects directed towards the most under-privileged peoples.

In addition to supporting regional-development organizations, Canada increased its consultations with a number of the countries at present assisting African nations. Meetings were held with the French, German and American authorities, and with the European Community.

Canada's total contribution in bilateral aid to African countries constituted about 40 per cent of all Canadian bilateral aid.



# Middle East

The importance of this region in Canada's foreign relations remained evident during 1975. The Arab-Israeli conflict still constitutes a threat to world peace and security. Furthermore, since 1973 it has had significant repercussions on international trade. Like many other countries, Canada has worked for the development of dialogue and negotiation about the new international economic relationships consequent upon the increase in oil prices and the rapid accumulation of "petrodollars" by some countries in the area. Mr. MacEachen's election as co-chairman of the International Conference on Economic Co-operation not only demonstrated the importance that Canada attached to this whole field but also was a recognition of the key role envisaged for Canada by the participants in the conference.

Canada continues to pursue a balanced and objective policy towards the Arab-Israeli conflict, and maintains that Resolutions 242 and 338 of the UN Security Council still constitute a valid basis for negotiations towards an eventual settlement of the conflict. As stated in these resolutions, Canada believes that every state in the area, including Israel, has a right to exist and prosper in peace within secure and recognized boundaries. Moreover, it is clear that a lasting settlement of the conflict cannot be achieved unless it meets fully the legitimate concerns of the Palestinian people. For this reason, Canada supports their right to be heard and to participate in any negotiations involving their future. However, Canada has always refrained from interpreting, or passing judgment on, the form or substance of eventual negotiations, or whether the Palestine Liberation Organization is the sole legitimate representative of the Palestinian people; instead Canada leaves it to the parties concerned to make their own decisions on this matter.

One of the most tragic events in the region during 1975 was the civil war that devastated Lebanon, a country that had been less affected by the Arab-Israeli conflict. The gravity of the civil war necessitated the evacuation of many Canadian nationals and a reduction in staff at the Canadian Embassy in Beirut.

In the humanitarian sphere, Canada continued to support the UN Relief and Works Agency for Palestine Refugees. In 1975, Canada pledged \$3,200,000 to the Agency, bringing the total Canadian contribution to more than \$35 million since its creation in 1950.

Canada continued to provide the largest contingent to the UN peacekeeping forces observing maintenance of the ceasefire in the Sinai Peninsula and on the Golan Heights. Canada was encouraged to see the conclusion, in the autumn, of the second disengagement agreement in the Sinai between Israel and Egypt, and the reopening of the Suez Canal in June.

## Trade with Middle East

Many of the oil-exporting countries in the Middle East are devoting a large part of their oil revenue to establishing programs for their own development and that of the less-developed countries of the area. This involves large investments in every sector of the economy, especially in infrastructure — roads, ports, public services— and in processing industries. Canada is regarded with increasing favour as a supplier of the capital goods and technology needed by many countries in the Middle East in their efforts to achieve more rapid growth. Canada's exports to the area, \$242 million in 1974, increased by more than 70 per cent to approximately \$420 million in 1975. Canadian imports from these countries rose from \$1,306 million in 1974 to an estimated \$2,140 million in 1975, petroleum accounting for almost all of this increase. There is strong likelihood that Canada will continue to develop its trade with the Middle East. The Canada-Iran Joint Economic Committee agreed in July on commercial undertakings totalling \$1.4 billion, and the trip to Iran of Quebec Premier Bourassa led to similar undertakings by Iran for \$600 million.

Canada this year increased its diplomatic representation in the area with the opening of an embassy in Baghdad, Iraq, thereby underlining the growing political and economic importance to Canada of the Middle East countries, and the intention of strengthening bilateral links with them.



## Asia and the Pacific

### Diplomatic visits

In April, John Turner, then Minister of Finance, headed a mission to Iran, Saudi Arabia and Kuwait. Tahsin Bashir, Ambassador and official spokesman of President Sadat, visited Canada at the end of September. The Canadian Government also welcomed Mr. Gad Yaacobi, Israeli Minister of Transport, at the official opening of the Mirabel International Airport. At the end of the year, the Secretary of State for External Affairs confirmed the growing importance that the Government attached to its relations with all Middle Eastern countries by announcing that he would make an official visit to the area early in 1976.

The countries of Asia and the Western Pacific—in addition to possessing a wide variety of forms of government and social structures—include some of the most highly industrialized in the world as well as some of the poorest and least developed. Canada has expanded its trading relations with the former group and has provided important development assistance to the latter. The development-assistance program in the region is Canada's oldest and largest.

During 1975, Canadian interests in the Asian and Pacific region continued to have their main focus, albeit in varying degrees of emphasis within the various sub-regions, on the Canadian foreign policy themes of fostering economic growth, promoting social justice, safeguarding Canadian sovereignty and independence and maintaining peace and security. Canadian economic interests in the region increased, with rising opportunities for trade, investment and joint ventures. Consistent with the Government's policy of diversifying Canada's foreign relations, considerable effort was made to expand and strengthen relations, in particular with Japan but also with Australia, New Zealand, China and Indonesia.

# Pacific

## Japan

Building upon the new relation between the two countries established by the Canadian and Japanese Prime Ministers in 1974, the past year marked a continuation of the ever-expanding community of interests between the two nations. Canada's interests in Japan are determined primarily by shared democratic institutions, a Pacific orientation, dependence on a stable world-trading relation, and the possibility of developing an already profitable commercial relation into a mutually-beneficial and more broadly-based economic partnership. Japan is already Canada's second-largest individual trading partner. In undertaking its initiative to broaden and deepen relations with Japan, the Canadian Government was mindful of the role Japan could play in the development of Canada's policy of diversifying its external relations in the interest of reducing Canada's vulnerability and developing its domestic economy.

Marking another phase in the expansion of bilateral relations, the Japan-Canada Ministerial Committee met for the seventh time, in Tokyo on June 23 and 24, 1975. Canada was represented by the Secretary of State for External Affairs, the President of the Treasury Board, the Minister of Energy, Mines and Resources, the Minister of Industry, Trade and Commerce, the Minister of Agriculture and the Canadian Ambassador to Japan. They were received by their Japanese counterparts. The Committee, which was established in 1961, was designed primarily for the exchange of opinions between leaders of the two countries so that both sides, separated by geographical and cultural differences, could gain a close appreciation of each other's problems and aspirations. The seventh meeting of the Committee also resulted in agreement that officials of the two countries should proceed as soon as possible to identify those areas of the Japanese and Canadian economies that held the greatest promise for increased and mutually-beneficial economic co-operation. In the spirit of striving for mutual benefit, they agreed that the explorations would cover manufacturing as well as the whole range of resource areas and include such matters as mutually -beneficial investment, broader intercorporate links, including joint ventures, scientific and technological exchanges, and the conditions that give greater assurance of supply and access to markets.

Consultations continued to intensify during 1975. The Secretary of State for External Affairs, in addition to participating in the Japan-Canada Ministerial Committee meeting, held discussions with his Japanese counterpart during the UN General Assembly in September and in Paris at the first meeting of the CIEC in December. The Canadian and Japanese Ministers of Finance continued their close relation, especially in the context of international monetary affairs. The Canadian Minister of State for Science and Technology, who is also Minister of Public Works, visited Japan in 1975 and gave a major presentation to the Japanese Federation of Economic Organizations on Canada's scientific and technological achievements and potential.

Discussions at the official level focused primarily, though not exclusively, on economic questions. A high-ranking Canadian delegation participated in the Japan-Canada Sub-Committee on Resources and Energy on June 9 and 10. The same officials pursued these talks with their Japanese colleagues in Ottawa on July 7. A delegation of senior officials from five government departments met in Tokyo with Japanese officials in November to follow up the agreement of ministers in June. This delegation laid the groundwork for the implementation of bilateral economic co-operation, which will lead to a number of specialized Japanese missions visiting Canada.

The second annual Japan-Canada consultations on United Nations questions were convened and foreign policy experts from the two countries held their annual talks in Ottawa in April. The Canadian Chief of the Defence Staff visited Japan for consultations with his counterparts in November. Units of the Japanese Maritime Self-Defence Forces paid courtesy visits to Vancouver and Montreal during the summer, returning visits of Canadian Forces ships to Japan earlier in the year. The Canadian Government mounted a major exhibition at the International Ocean Exposition, Expo 75, in Okinawa. Negotiations leading towards an anticipated early signing of a bilateral cultural agreement were advanced. People-to-people contacts continued to grow, involving the visit of some 25,000 Canadians to Japan and about 100,000 Japanese to Canada.



## Australia and New Zealand

The increasing sophistication of Canadian-Australian relations continued in 1975, with direct benefit to Canada's global foreign policy objectives. The year was marked by visits of parliamentarians and senior government officials in both directions, including that of the Canadian Minister of Veterans Affairs, Daniel MacDonald, who also visited New Zealand.

Canada continued as Australia's fifth-largest supplier, with an encouragingly high proportion of sales in the form of fabricated materials and end-products. In view of various restrictions imposed in 1974, it was not possible in 1975 to continue the phenomenal rate of growth in trade achieved during 1972-74, but there remained little doubt at the year's end that Australia would continue to be an attractive market.

Mutually-instructive consultations were maintained between the two countries on international trade and economic issues. An identity of views was apparent on law-of-the-sea questions, on immigration and customs-control problems and on the importance of the Asian and Pacific region in serving national interests, though approaches to some regional issues were not always the same. ASEAN (the Association of South-East Asian Nations, which includes Indonesia, Malaysia, the Philippines, Singapore and Thailand) was recognized as a significant multilateral instrument with potential for conciliation of past differences and conflicts in the region. The closest possible co-operation was achieved between the two countries in the Non-Proliferation Treaty Review Conference. A welcome development in the field of consultations on foreign policy matters was the inauguration at the end of 1974 of annual senior officials' meetings, with the visit to Ottawa of the Secretary of the Australian Department of Foreign Affairs, Mr. A. P. Renouf.

Comparisons of Canadian and Australian experience in dealing with economic and social problems, including those of indigenous peoples, continued to represent a significant element in bilateral exchanges.

While Canada's relations with New Zealand are of a different order of magnitude from those with Australia, they are no less intimate and fruitful. After a number of years of growth, trade levelled off in 1975. Consultations between the two governments, both formal and

informal, encompass almost the entire range of governmental activity. In September, the third meeting of the New Zealand-Canada Consultative Committee was held in Ottawa.

## Korea

Korea's importance to Canada stems not only from its rapidly-developing economy, which offers promising commercial possibilities, but also from its difficult political and security situation, which has serious implications for the Pacific region as a whole. Canadian-Korean relations were advanced this year, particularly by the June visit of Mr. MacEachen to Korea, during which he had talks with President Park Chung Hee. Canada was also an active participant in this year's UN debate on the Korean question, which sought agreement on new ways to reduce tensions on the peninsula.

## ASEAN

Canada's ties with Indonesia, the fifth most-populous country in the world, have been expanding over the past several years and entering a more mature phase. Canada has one of its largest bilateral development-assistance programs in that country, and commercial relations — both trade and investment — have been increasing.

Expanding relations between Canada and Indonesia were highlighted in July 1975 by the visit to Canada of Indonesian President Soeharto. During this visit, a memorandum of understanding between the two governments was signed, and their representatives entered into negotiations to conclude agreements to establish credit facilities for \$200 million to help Indonesia purchase Canadian goods and services. Of these credits, \$25 million will be made available by the Canadian International Development Agency (CIDA) and \$175 million by the Export Development Corporation and Canadian financial institutions.

In Canada's relations with Malaysia, Singapore and Thailand, emphasis has been on expanding mutually-beneficial trade relations. With Malaysia and Singapore, Canada also has traditionally-close ties within the Commonwealth framework.



## East Asia

The Philippines is a major source of immigration to Canada and a commercial partner of growing importance. Manila is also Canada's contact point with ASEAN, which offers significant potential as an instrument for stability, peace and development in the region. Canada has offered technical assistance to the Association, and discussions have begun to identify a regional project.

### China

Bilateral activities during 1975 contributed perceptibly to the growth of a mutually-beneficial relation between Canada and China.

Sino-Canadian trade reached a record high in 1974, with exports to China of \$434.2 million and imports of \$60.9 million. In 1975, Canadian exports to China totalled \$376 million, while Canada imported from China \$56-million worth of goods. In 1974, non-grain exports represented 23.1 per cent of the total value of all Canadian exports to China; for the first nine months of 1975, non-grain items accounted for 18.4 per cent of the total. Efforts to diversify trade are continually being made through mechanisms such as the Canada-China Joint Trade Committee, which met in Ottawa during February 1975.

During the year, commercial missions on port, harbour and marine technology and on railways visited China, while Chinese missions interested in high-voltage transmission, power-dam construction, railways and geophysics came to Canada. As part of the continuing effort to promote Canada as a source of agricultural produce, the Canadian International Grains Institute staged a feed-grains symposium in Peking.

The program of exchanges continued as an important and successful area of bilateral co-operation. Canada was host to Chinese science and technology missions on permafrost, biological insect-control and fisheries, while Canadian delegations to China were drawn from experts on seismology and veterinary medicine. In November, two Canadian forestry scientists conducted the first visit by individual experts in the science and technology fields.

Exchanges were not confined to matters of scientific and commercial interest. In April, a highly-successful Canadian landscape painting exhibition was held in Peking and Shanghai; this was the first exhibition of Western-style painting in China since the Cultural Revolution, which began in 1966. Canada received a Chinese education delegation, and two professors of Chinese language and literature. A Chinese exhibition was also held at "Man and His World" in Montreal. Under the student-exchange program, there were 24 Canadian students studying in China and 25 Chinese students in Canada. Four exchanges in sports (two teams each way) took place as part of the 1975 program.

## Indochina

On January 31, Mr. C. J. Small, Canadian Ambassador to the People's Republic of China, presented his letter of credence in Hanoi as the first Canadian ambassador to the Democratic Republic of Viet-Nam (North Viet-Nam).

As the fall of the government of the Republic of Viet-Nam (South Viet-Nam) appeared imminent under attacks by the armed forces of the Democratic Republic of Viet-Nam, the Canadian Government withdrew its diplomatic staff from Saigon on April 24. The decision to withdraw was based on the inability of the embassy to carry out further useful functions after it had arranged the evacuation of all Canadian citizens who wished to leave and on concern for the safety of the embassy staff. Following the capture of Saigon, Canada and the Provisional Revolutionary Government of South Viet-Nam agreed on June 25 to establish diplomatic relations, but the office in Saigon was not reopened. With the progressive integration of North and South Viet-Nam, responsibility for South Viet-Nam passed in practice to the Canadian Embassy in Peking.

On April 25, following the capture of Phnom Penh by the armed forces of the Khmer Rouge and the collapse of the government of the Khmer Republic, Canada recognized the Royal Government of National Union of Cambodia (GRUNK) headed by Prince Sihanouk.

A further consequence of events in Viet-Nam and Cambodia was the assumption of complete power in Laos by the Pathet Lao and the abdication of the King. Canada continued with the new régime the relations it had maintained with the old. The Canadian Embassy in Bangkok remained responsible for relations with Laos.

In accordance with previously-stated commitments, Canada set up in April a special humanitarian aid program to Indochina at a cost of \$16,750,000, enabling supplies of food and medicine to be distributed to the areas most seriously affected by the long war. The Canadian program was administered locally by a number of international organizations with previous experience in the area, such as the UN High Commissioner for Refugees, the UN Children's Fund and the International Red Cross. In addition, in the spring Canada established a special program to allow several thousand refugees from this region to emigrate to Canada.

## Other relations in the region

Relations between Canada and Burma made satisfactory progress in 1975. Canada decided to step up considerably its aid to Burma's development efforts in a new five-year assistance program, and talks were held between the authorities of the two countries about how this new Canadian contribution was to be used.

Hong Kong continued in 1975 as a major source of low-cost imports and investment capital, and as a market for Canadian goods and services. Canadian exports to the colony amounted to \$42 million, while imports were \$171 million. Canada continued to receive large numbers of immigrants and students from Hong Kong, which was also the point of departure for Canada for many Vietnamese refugees in the spring of 1975.

## South Asia

The provision of development assistance continued to dominate Canada's relations with South Asia in 1975. During this year, Canada implemented decisions announced in 1974 at the United Nations and the World Food Conference to increase substantially its aid in food and fertilizer and for agricultural development. Because India, Bangladesh and Sri Lanka, and to a lesser extent Pakistan, had been among the countries of the world most severely affected by the increased energy import costs, world food shortages and inflation, and because all to some extent had recently suffered a succession of natural calamities, a major share of Canada's additional pledge was given to the countries of the subcontinent. Thus, India, Pakistan and Bangladesh were the largest net recipients of Canadian aid in the world. This aid was transferred both bilaterally and through international organizations like the United Nations and the Commonwealth.

As a result of India's nuclear-explosive test on May 18, 1974, the partnership developed since 1956 by Canada with India and Pakistan in the field of peaceful uses of nuclear energy became a controversial aspect of Canada's program of co-operation with countries of South Asia, a program designed to foster economic and social development. In Canada's view, the test had a seriously destabilizing effect on international efforts, which had been actively supported by Canada, to limit and control the proliferation of nuclear-explosive technology. Canada's reaction to the event was to suspend nuclear co-operation and place under review certain other aspects of its aid program to India that might contribute indirectly to India's nuclear effort, pending satisfactory bilateral discussions on the implications of the explosion. Food and agricultural assistance were not affected for humanitarian reasons. Consultations with Indian officials in New Delhi, Bombay and Ottawa during 1975 achieved a clearer understanding of each government's nuclear policies, but at the end of the year there remained a number of unresolved differences. Basic decisions concerning the future aid relation with India have, accordingly, been seriously inhibited. Also because of the Indian explosion, concurrent talks were held with Pakistani officials concerning the upgrading of safeguards on Canadian-supplied nuclear facilities in that country. These discussions had not concluded by the end of 1975.

In the multilateral context, Canada was represented at three international conferences held in the region in 1975. A delegation of Canadian provincial and federal parliamentarians attended the 1975 spring meeting of the Inter-Parliamentary Union, held in Colombo from March 31 to April 5. The group then visited Pakistan as guests of the National Assembly of that country. From October 26 to November 10, Canadian parliamentarians participated in the twenty-first conference of the Commonwealth Parliamentary Association, held in New Delhi. A founding member of the Colombo Plan, Canada attended the twenty-fifth annual Colombo Plan official and ministerial meetings, held in Colombo in November and December.



# Europe

Canada's relations with Europe during 1975 were marked by a number of noteworthy events that, taken together, indicate a deepening interest on both sides in creating a relationship to provide substantial mutual benefit.

In large part the Canadian motivation stems from the Government's "Third Option" policy aimed at diversifying Canada's international relations. Because of already well-established ties, it was clear that Western Europe would be a prime element in a closer and more productive partnership with Canada, particularly in trade and investment. To this end, the Canadian Government has pursued the establishment of a contractual link, to take the form of a framework agreement for economic and commercial co-operation with the European Community. The agreement in its final form will probably contain a trade provision centred on a most-favoured -nation clause, a provision for industrial co-operation encompassing — for example — joint ventures, two-way investment flows, and scientific and technical co-operation, and also a provision for more frequent consultations of both a formal and an *ad hoc* nature. A major concern shared by Canada and the European Community is that economic co-operation between them should in no way impede the development of bilateral realtions between Canada and the member states; on the contrary, the two processes should complement and reinforce one another.

After several rounds of preliminary talks between Canadian and European Community representatives during 1975 and after detailed consideration by the Community's Committee of Permanent Representatives and its Council of Ministers of the proposed negotiating mandate, it was agreed that formal negotiations would begin in the early months of 1976. It is hoped that the agreement will be signed before the end of the year.

Following on his visits to Paris and Brussels in October 1974, the Prime Minister made two more series of visits in the spring of 1975 to all the other member countries of the Community. He also participated in the May meeting of NATO heads of government. These visits were made with the dual objective of reinforcing Canada's relations with the European Community and its commitment to a NATO collective approach to East-West security problems, at the same time underlining the increased importance Canada attached to developing further its ties with the individual

countries of Western Europe. Mr. Trudeau attended the Conference on Security and Co-operation in Europe in Helsinki and signed the Final Act on August 1.

Other visits to Europe of special note were those of the Secretary of State for External Affairs to Portugal in April, to Poland in October, to Brussels on the occasion of the December NATO ministerial meeting and to Paris for the Conference on International Economic Co-operation. At the NATO meeting, Canada's announcement of its intention to acquire major new items of military equipment, adopted as a result of the review of defence policy, was warmly received by the other members. Following NATO's December meeting of foreign ministers, Mr. MacEachen went to Paris to serve as co-chairman of the Conference for International Economic Co-operation (also known as the North-South Conference).

To further its major policy goal of promoting world peace and security through the reduction of the tensions inherent in military confrontation, Canada continued throughout 1975 to work with its Alliance partners in the negotiations aimed at mutual and balanced force reductions by members of NATO and the Warsaw Pact and, in the framework of the Atlantic Alliance, to work towards an improved climate in East-West relations.

## CSCE

Perhaps the historically unique event of the year, and potentially the most important for the future, was the top-level CSCE meeting in Helsinki. This meeting ended three years of intense negotiation by representatives of the 33 participating states of Europe, and Canada and the United States. Canada's efforts in the CSCE reflected its desire to contribute to East-West *détente*, an object it also pursued in its bilateral relations with Eastern European countries by means of visits, political and trade consultations and cultural, academic and sports exchanges.

The Final Act of the Conference on Security and Co-operation in Europe, which was tabled in Parliament by Mr. MacEachen, is intended to establish the basis for the development of future relations between the participating states and their people and is intended to be a major step forward in the process of East-West *détente*. Copies were distributed in Canada to interested parties in government, educational institutions and

## Western Europe

international associations, and were made available to the public.

Canadian initiatives during the negotiations were directed to measures to assist the freer movement of people and ideas, with particular attention to the reunification of families. Canada also succeeded in the inclusion of a confidence-building measure involving advance notification of military manoeuvres. Finally, Canada was able to safeguard and advance important economic and environmental interests.

Canada's active participation in this conference, and in the follow-up activities flowing from it, constitutes a further demonstration of the importance the Canadian Government gives to maintaining close contacts in all fields with Europe. (See page 2)

The major Canadian effort aimed at strengthening Canada's connection with industrialized Western European countries and with the European Community was highlighted in 1975 by the visits of Prime Minister Trudeau to the Netherlands, the Federal Republic of Germany, Italy, Britain, Ireland, Denmark and Luxembourg, and by the working-out of a negotiating mandate that the European Commission would use during 1976 in the formal negotiation of a contractual link with the Canadian Government. At the same time, visits to Europe by Canadian ministers, notably that of Mr. Jamieson to France and Switzerland in December, and exchanges of missions exploring the possible sectors for industrial co-operation between Canada and the Community countries, indicated a readiness on both sides to get down to the business of identifying specific ways in which the contractual link could become a reality.

During the fall of 1975, Premier Lougheed, at the head of a large Alberta delegation, made a visit to Britain, France, the Federal Republic of Germany and Belgium, an initiative that the Premier placed squarely within the context of Canada's "Third Option" policy, the success of which underscored the growing desire of the provincial governments to expand their contacts with Western European countries.

Following a visit to Ottawa by Mr. Vedovato, President of the Consultative Assembly of the Council of Europe, an agreement was worked out between the Council and the Government of Canada for more frequent and regular contacts. Subsequently, a Canadian parliamentary delegation participated in the annual OECD debate of the Assembly in Strasbourg in October. Besides this, two Canadian parliamentarians attended the fourth parliamentary and scientific conference in Florence in November, and two Canadian parliamentarians attended the second part of the twenty-first session of the Assembly of the Western European Union in Paris early in December.

Regular parliamentary exchanges between Canada and the European Parliament have existed for some time. At the invitation of the Speaker of the House of Commons, an 18-member parliamentary delegation from the EC countries visited Ottawa in October 1975.

In the course of the year, Canadian involvement with the countries of the Iberian Peninsula became more active. Proposals were



made to the Government of Portugal for the discussion of possible economic co-operation, and Canada was represented by a member of the Cabinet at the ceremony marking the official accession to the throne of King Juan Carlos I of Spain.

## **Austria**

During 1975, Canada continued to maintain close and cordial relations with Austria. Both countries maintain troops in UN peacekeeping operations in Cyprus and the Middle East. A major aspect of Canada-Austria relations in 1975 consisted of consultations on international questions such as UN matters and law-of-the-sea negotiations, in which Austria takes an active role among landlocked nations. Trade between Austria and Canada increased in 1975 to a total value of \$76 million, compared to \$72 million in 1974.

## **Benelux**

The forward momentum of Canada's relations with the Benelux countries that was generated by Mr. Trudeau's visit to Belgium in 1974 was maintained in 1975. The Prime Minister paid an official visit to the Netherlands as part of a spring European tour. His program included a call on Queen Juliana and discussions with Dutch Prime Minister Joop den Uyl. The talks ranged from Canada's efforts to negotiate a contractual link with the European Community to nuclear safeguards and the dialogue between developed and developing countries.

Mr. den Uyl, for his part, visited Canada unofficially during May and had a number of meetings with Canadian leaders.

An unofficial visit to Ottawa was also made in December by Prime Minister Thorn of Luxembourg, who spent a quiet weekend with Mr. Trudeau and his family, away from his duties as President of the UN General Assembly in New York.

Premier Lougheed of Alberta and Premier Schreyer of Manitoba both visited Belgium. In the course of his visit, Mr. Schreyer participated in a wreath-laying ceremony at the Manitoba Bridge\* in Bruges.

Ministerial visits were made by Charles Drury, Minister of State for Science and Technology and Minister of Public Works, to both the Netherlands and Belgium. Canada played host to several Benelux ministers: Mr. F. H. P. Trip, Dutch Minister for Research and Development, Jozef Chabert, Belgian Minister of Communications, and Mr. Humblet, Belgian Minister of French Education.

Bilaterally, several significant events took place. Most prominent was the first meeting, under the auspices of the Belgian-Canadian Cultural Agreement, of the mixed commission to discuss cultural exchanges between Belgium and Canada and the Canadian provinces. The meeting, held in Quebec City in December, provided for the expansion of the already wide range of cultural and academic exchanges.

With the Netherlands, Canada shares an extensive common interest in economic aid to developing countries. While preparing for the seventh special session of the UN General Assembly, therefore, Canada and the Netherlands and several other like-minded countries engaged in a series of consultations.

In 1975, trade between Canada and the Belgium-Luxembourg Economic Union (BLEU), and the Netherlands showed respective increases over the previous year.

## **France**

Prime Minister Trudeau's visit to Paris in October 1974 gave a marked impetus to bilateral relations that had already, during the past three or four years, been showing steady development. In the field of economic co-operation, the following initiatives were taken by the two governments as a direct result of talks held between the two prime ministers: a meeting of the France-Canada economic commission, for the first time presided over by ministers, Mr. Ségard for France and Mr. Gillespie for Canada; two meetings of experts on energy matters; two meetings of experts on industrial matters; and the visit to France in November-December 1975 of the Minister of Industry, Trade and Commerce at the head of a substantial delegation of Canadian officials and businessmen. All these developments had a stimulating effect on bilateral economic relations, resulting in the identification of a greater number of areas of co-operation and in the determination to pursue efforts to increase trade (which in 1975 rose to \$820 million from

\*The Manitoba Bridge, on the outskirts of Bruges, was crossed by the 12th Manitoba Dragoons, a reconnaissance regiment of the Fourth Canadian Armoured Division, which entered the city on September 12, 1944, and liberated it from the German occupying forces.



its 1974 level of \$707 million), investment, joint ventures and research.

Another significant event during the latter part of the year was the setting-up in Strasbourg of a Canadian consulate-general, which will be officially opened in 1976.

Continued cultural and scientific co-operation was marked in 1975 by a productive meeting of the France -Canada Joint Commission.

Aside from exchanges of visits of ministers and officials in the economic field, there was a series of high-level visits of those concerned with other areas of bilateral co-operation. The most prominent French visitor to Canada was the Minister of State and Minister of the Interior, Michel Poniatowski, who took the opportunity to transmit to Prime Minister Trudeau the official acceptance by President Giscard d'Estaing of the invitation to visit Canada. The Presidential visit is likely to take place in 1977. Other French visitors included Mrs. Giroud, Secretary of State for Women's Affairs, and Mr. Cavaillé, Secretary of State for Transport (for the inauguration of Mirabel Airport).

In the multilateral sphere, Canada and France continued to co-operate closely on a large number of issues that arose in such international forums as the United Nations, the OECD, ICAO and the Agency for Cultural and Technical Co-operation.

## **Federal Republic of Germany**

The importance of Canadian relations with the Federal Republic of Germany was underlined by the visit in March 1975 of Prime Minister Trudeau. This occasion gave the Prime Minister an opportunity to meet with President Scheel and with Chancellor Helmut Schmidt, as Head of Government, and to have wide-ranging talks with them. Mr. Trudeau also had discussions with the Vice -Chancellor and Foreign Minister, Mr. Genscher, as well as other German ministers. The visit permitted exchanges of views on general international issues of interest to both countries, such as UN affairs and the world economic situation, as well as talks on bilateral issues. During the visit, a cultural agreement was signed. Before and during the negotiations, extensive consultations had been held both with German Länder and with the Canadian provinces.

Throughout the year there were consultations at both the political and official levels between Canada and the Federal

Republic. The visits to Canada in June of the German Minister of Defence, Mr. Leber, and the Minister of the Economy, Dr. Friderichs, enabled both to talk to their Canadian counterparts on matters arising out of their fields of interest.

Co-operation in defence matters continued within the framework of NATO. On the one hand, German troops continued to train at the Canadian Forces Base at Shilo, Manitoba, and, on the other, Canada maintained its contingent of troops in Germany. The Canadian Government's decision in the latter part of the year to re-equip its NATO forces stationed in Europe was welcomed by the German Government.

The third consultative meeting between Canada and the Federal Republic, arising from the Scientific and Technological Co-operation Agreement, took place in Ottawa in November. In the course of this meeting, it was decided that increased attention should be given to tangible forms of co-operation, including joint projects and sharing of tasks, and that simple exchanges of information, which had characterized the first few years of the agreement, should be limited to new areas not yet discussed under the agreement. Among the areas of co-operation at present are oceanography and the geo-sciences.

During the year representatives of Canadian provincial governments made contacts with federal and state governments and with the private sector in Germany.

Trade continued to play a major role in Canada's relations with the Federal Republic. In 1975, Canada's exports to Germany were \$585 million, while imports from Germany amounted to \$786 million. Comparable figures for 1974 were \$536.5 million and \$767 million.

## **Greece**

Relations between Canada and Greece continued to be cordial, and the year 1975 was marked by the naming of new ambassadors in the respective capitals.

The question of Cyprus continued to concern Canada, and exchanges of views took place with Greece on this matter and on related issues. Canada expressed the hope that circumstances would soon allow Greece to play its full part in the Alliance.

Two-way trade relations in 1975 were maintained at about the same level as those of the previous year, totalling \$64 million.

In the sphere of immigration, 1975 was a year of stabilization, in which more than 5,000 Greek immigrants settled in Canada.

## **The Holy See**

The excellent relations between the Holy See and Canada in 1975 were marked by the visit of Prime Minister Trudeau to His Holiness Pope Paul VI. This audience was most cordial and friendly, and several international questions were discussed, such as the New Economic Order and security in Europe.

A larger number of Canadians than ever visited the Vatican on the occasion of Holy Year. Many thousands of Canadians were accorded audience with the Supreme Pontiff. More than 5,000 of these obtained audience through the mediation of the Canadian Embassy to the Holy See.

Representatives of the Holy See and Canada continued to have discussions on questions of particular concern such as human rights, problems of economic development, peace-keeping and the CSCE.

## **Italy**

Close and friendly co-operation between Canada and Italy continued in 1975, both at the bilateral and multilateral levels, and culminated in the visit to Italy in March of Prime Minister Trudeau, which further reinforced the bonds linking the two countries. Diverse matters of common interest were taken up during the visit, and significant progress has since been made on a number of them. Subjects discussed included industrial and nuclear co-operation, social security, a double taxation agreement and cultural co-operation.

Two-way trade between Canada and Italy increased slightly in 1975 to a total of around \$750 million.

Emigration from Italy to Canada levelled off in 1975, and some 5,000 Italians settled in Canada, approximately the same number as in 1974.

In the sphere of Canadian-Italian cultural relations was the ninth meeting of the Advisory Committee of the Canadian Cultural Institute, held in Rome in May, which concerned itself especially with the academic, literary, musical and photographic fields.

## **Portugal**

The Secretary of State for External Affairs, Mr. MacEachen, paid a short visit to Lisbon in April 1975. In his talks with the Portuguese Foreign Minister, agreement was reached to explore the possibilities of closer co-operation between the two countries, particularly in the economic sphere. In October, the Canadian Government renewed its offer of co-operation, and invited Portugal to send an economic mission to Canada for the purpose of identifying promising fields for joint endeavour.

In 1975, Portugal remained one of the principal sources of immigration to Canada.

## **Spain**

The year 1975 was marked by the decease of the Spanish Head of State, General Franco, and the accession to the throne of King Juan Carlos I. Miss Monique Bégin, Parliamentary Secretary to the Secretary of State for External Affairs, represented Canada at General Franco's funeral. The Leader of the Government in the Senate, Raymond J. Perrault, represented Canada at the ceremonies marking the restoration of the monarchy. This was the first official visit to Spain of a minister of the Canadian Government.

In 1975, the level of two-way trade between Canada and Spain was maintained at about \$200 million.

On July 7, Canada signed an agreement with Spain on the peaceful use of nuclear energy. This agreement provides for controls on the use of nuclear material supplied by Canada.

## **Switzerland**

The visit to Switzerland in December of the Minister of Industry, Trade and Commerce, Donald Jamieson, was the high point in Canadian-Swiss relations during 1975. While directed primarily to trade matters, the visit gave Mr. Jamieson an opportunity to exchange views with Swiss political leaders on more general questions, such as the world economic situation.

Trade between the two countries has been increasing. In 1975 total trade amounted to close to \$260 million compared to \$235 million for the previous year.



## Eastern Europe

### Turkey

Canada and Turkey continued in 1975 to maintain cordial bilateral relations and to co-operate in multilateral forums such as NATO and the UN.

Canada continued to be concerned about the Cyprus question and to engage in exchanges of views with the Turkish authorities on this matter.

Two-way trade between Canada and Turkey, after its considerable increase in 1974, reached a figure of some \$45 million in 1975.

Because of the centralized nature of the system of government in Eastern Europe, exchanges of high-level visits assume special importance in developing bilateral relations with the countries of this region. Such visits therefore figured prominently in the efforts made to promote Canadian interests in the area during 1975. The year's activities were highlighted by the official visit of Mr. MacEachen to Warsaw and other cities in Poland from September 30 to October 4. The Minister of Public Works and Minister of State for Science and Technology, Charles M. Drury, made an 11-day official visit to the Soviet Union in September, which took him across the whole of the U.S.S.R. from Moscow to Vladivostok. The Secretary of State, Hugh Faulkner, visited Poland, Hungary, Bulgaria and Yugoslavia in late summer, and the Minister of Agriculture, Eugene Whelan, later visited Czechoslovakia, Hungary, Romania, Bulgaria and Yugoslavia.

A 17-man Parliamentary delegation led by the Speaker of the House of Commons, James Jerome, and including Senator Raymond Perrault, the Leader of the Government in the Senate, made an official eight-day visit to the Soviet Union in September. This was the first such Canadian visit to the U.S.S.R. since 1970. Earlier, in April, a Canadian Parliamentary delegation of nine members had toured Poland as guests of the *Sejm* (Parliament).

Premier Gerald Regan of Nova Scotia was the guest in September of the Chairman of the Executive Council of Croatia, and during his stay in Yugoslavia he was received by President Tito.

In the spring, a trade-development mission, led by the Senior Assistant Deputy Minister of Industry, Trade and Commerce, T. M. Burns, carried out consultations in Czechoslovakia, Bulgaria and Poland. A similar high-level trade mission, led by Assistant Deputy Minister of Industry, Trade and Commerce C. T. Charland, visited Hungary, Romania and Yugoslavia in the fall. The Canadian Government and business firms participated for the first time in the annual Plovdiv International Trade Fair in Bulgaria in September.

In the cultural field, the National Arts Centre Orchestra Association visited the Prague Festival in the spring. Canada Council Director André Fortier journeyed to Prague in June. Charles Lussier, Vice-Chairman of the Public Service Commission, visited Sofia and, with the Bulgarian Minister of Education, signed an



agreement to allow the Public Service Commission of Canada to use a pedagogical method developed in Bulgaria for language instruction. Canada's Orford String Quartet performed in Bucharest, where they were enthusiastically received by Romanian audiences.

Deputy Premier and Foreign Minister of Yugoslavia Milos Minic visited Ottawa in September as the guest of Mr. MacEachen. The ministers exchanged views on both international and bilateral subjects during the two-day official visit, and Mr. Minic concluded his stay in Canada with a visit to Montreal and Niagara Falls. Soviet Foreign Minister Andrei Gromyko also made a two-day official visit to Ottawa in September, during which he and Mr. MacEachen held their annual bilateral talks under the 1971 Protocol on Consultations.

The Czechoslovak Vice-Minister of Foreign Affairs, Dr. M. Ruzek, visited Ottawa in June, while Hungarian Deputy Foreign Minister Janos Nagy paid a visit in December in what has become an annual exchange of views between officials.

Numerous Polish officials visited Canada throughout the year, including: the First Vice-Minister of Transport, R. Pietraszek; the Vice-Minister of Foreign Trade and Maritime Economy, R. Strzelecki; the Deputy Minister for Forest Products, J. Walewski; and the Vice-Minister of Foreign Trade and Shipping, E. Wisniewski. Negotiations were begun between Canada and Poland to elaborate bilateral agreements on fisheries and air transport.

Two high-level Soviet delegations visited Canada in May to discuss prospects for developing trade and economic relations. As a result, Canada's Export Development Corporation agreed to extend a \$500-million line of credit over a two-year period to assist exporters in selling Canadian goods, equipment and services to Soviet purchasing agencies. In September, during the course of the visit to Canada of Polish Vice-Minister R. Strzelecki, the EDC signed a credit agreement providing financing of up to \$500 million for Polish purchases of Canadian management and engineering services and goods for the large Kwidzin pulp-and-paper complex in Poland.

Fisheries problems off the East Coast, which eventually led the Canadian Government to close Atlantic ports to Soviet fishing vessels from July 23 to September 29, were the subject

of special bilateral talks in Ottawa in August and later during the ICNAF meeting in Montreal in September. An agreement was eventually reached for the creation of a Canada-U.S.S.R. Joint Fisheries Consultative Commission on Fisheries and the appointment of a Soviet fisheries official, resident in Halifax, to deal with any future problems. The agreement was endorsed by the Canadian and Soviet foreign ministers during Mr. Gromyko's visit to Ottawa; this made possible the reopening of the Canadian ports to Soviet fishing vessels. On December 22, a formal exchange of notes embodying the agreement took place in Ottawa.

Sports exchanges under the Canada-U.S.S.R. Protocol on Sports continued to develop. A separate protocol covering pre-Olympic sports exchanges was signed in April. As future host of the 1980 Olympics, the U.S.S.R. showed special interest in the preparations for the Summer Olympics in 1976 and sent numerous officials to Canada to study the various arrangements being made for the Games.

Academic, scientific and cultural exchanges continued to take place under the Canada-U.S.S.R. General Exchanges Agreement. A Soviet art exhibition was held in Quebec and Montreal in the summer in exchange for an earlier Canadian exhibition in Moscow and Leningrad, and a Canadian book exhibition was held in Moscow in exchange for an earlier Soviet display in Ottawa. A Soviet "Film Week" was held in Ottawa and other Canadian cities in October as the first part of an exchange that included a reciprocal Canadian undertaking in the Soviet Union in 1976. In the field of the performing arts, the tour by the Orford String Quartet of several Soviet cities in October was a particular success. The Mixed Commission under the Canada-U.S.S.R. General Exchanges Agreement met in Moscow in November and agreed on a Program of Scientific, Academic and Cultural Exchanges and Co-operation for 1976-77.

Cultural, scientific and educational relations with other Eastern European countries continued to be carried on mainly on a private basis.

During 1975, Canada's ties with Hungary were strengthened with the appointment of the first Canadian Ambassador resident in

## Northwestern Europe

Budapest, W. T. Delworth, reflecting the importance of Canada's developing relations with Hungary.

Progress was also made in 1975 in Canada's relations with the German Democratic Republic. The signing of the Final Act of the CSCE in Helsinki on August 1 helped overcome difficulties standing in the way of the establishment of diplomatic relations between Canada and the G.D.R. Thus, one of the first concrete results of the Helsinki conference was the agreement that was announced the same day to establish diplomatic relations between the two countries.

Similarities of economic, environmental and social circumstances result in a general coincidence of views between Canada and the countries of Northwestern Europe. Whether because of a shared history or an often-parallel geography, this area evokes a special feeling and interest in Canadians. During 1975, the many ties continued to be actively reinforced by high-level visits, bilateral discussions and the signing of new agreements.

### Britain

The broad scope and ease of relations between Canada and Britain stem not only from the shared heritage of a common historical background but also from a growing recognition of mutual interests and interdependence. For example, the decision of the British electorate in the June 1975 referendum to remain a member of the Common Market was more than a milestone in the development of Britain's relations with Europe; it confirmed at the same time that the developing ties between Canada and the European Community would reinforce and add another dimension to the complex *bilan* of Canada/Britain relations.

The fiftieth anniversary of Canada House in Trafalgar Square was celebrated during July. For that birthday celebration, the Lord Chancellor represented Prime Minister Wilson at a cake-cutting ceremony presided over by the new Canadian High Commissioner, Paul Martin, who took up his duties early in 1975.

The year saw an exchange of visits at the prime ministerial level. British Prime Minister Harold Wilson travelled to Ottawa in January for talks, accompanied by Foreign Secretary James Callaghan. Less than two months later Prime Minister Trudeau visited Britain, which provided an opportunity to elaborate on Canada's interest in establishing a contractual link with the European Community and to exchange views on other bilateral and international issues. During his stay, Mr. Trudeau was made a freeman of the City of London.

In October, Mr. MacEachen officially inaugurated the Chair of Canadian Studies at Edinburgh University and was later host at a *ceilidh* at Edinburgh Castle, where Nova Scotia Highland dancers performed. He also held talks in London with his British colleague, Mr. Callaghan.



A Film Co-production Agreement between Canada and Britain was signed in London in September by Secretary of State Hugh Faulkner and Lord Goronwy-Roberts, Parliamentary Under-Secretary at the Foreign and Commonwealth Office. Among other Cabinet visitors to Britain during the year were the Ministers of Finance, of Consumer and Corporate Affairs, of Energy, Mines and Resources, and of Veterans Affairs. Premier Schreyer of Manitoba and ex-Premier Barrett of British Columbia also visited London during 1975, as did a number of provincial ministers.

During the year Canada welcomed the Parliamentary Secretary of the Treasury and Chief Government Whip, Mr. Robert Mellish, Lord Chancellor Lord Elwyn-Jones, Agriculture Minister Fred Peart, Paymaster-General Dell, Chief Treasury Secretary Joel Barnett and several other Members of Parliament with governmental responsibilities, including Mr. Clinton Davis and Mr. Neil Carmichael. The Leader of the Opposition, Mrs. Margaret Thatcher, visited Canada in September.

Britain is still Canada's third-ranking trading partner and bilateral trade remained at significantly high levels. During 1975 Canadian imports from Britain grew more rapidly than exports. An encouraging note for the future was the recognition accorded, at the Canada-U.K. Continuing Committee meeting in Ottawa in October, to the new opportunities for industrial co-operation.

Although immigration to Canada from Britain was somewhat less than the 1974 level, Britain remained Canada's largest single source of immigrants, accounting for 20 per cent of the total (of which a significant percentage were former nationals of third countries).

As in the past, there was close co-operation on international questions in traditional organizations such as the UN, NATO, the OECD and the Commonwealth, as well as at conferences on such topical concerns as international economic co-operation, the law of the sea, and security and co-operation in Europe.

## Ireland

Prime Minister Trudeau's meeting in Dublin during March 1975 with the *Taoiseach* (Prime Minister) of Ireland, Mr. Cosgrave, provided a valuable opportunity for a review of bilateral and international questions of interest

to the two leaders. In October, Irish Foreign Minister Garret FitzGerald came to Ottawa for talks. These useful and wide-ranging discussions revealed a broad similarity of views on many points of mutual concern. During the first six months of 1975, Ireland had served in the Presidency of the European Community, a role that added yet another element of interest to Dr. FitzGerald's visit.

Postmaster-General Bryce Mackasey represented Canada at the funeral in Dublin of the former President of Ireland, Eamon de Valera. During 1975 the National Defence College for the first time included Ireland in its European field study. Later in the year, in November, three Canadian naval vessels, HMCS *Fraser*, *Nipigon* and *Skeena*, paid a naval visit to Dublin.

Although Canadian exports to Ireland did not in 1975 equal those attained in 1974, the existing high level of Canadian investment and Ireland's potential offshore oil and gas deposits are making for a marked strengthening of economic relations. These more tangible interests reinforce the similar cultural values and historical links shared by Canada and Ireland.

## Nordic countries

Canada shares with the Nordic countries a similar northern environment, which has done much to develop attitudes and values, essentially pragmatic, along parallel lines. Links were strengthened in 1975 by a steadily-increasing flow of Canadian official visitors to the area, attracted by the many progressive and innovative features of these societies. Canada in turn received a number of distinguished guests from Scandinavia.

Although Denmark, Iceland and Norway are, like Canada, members of NATO, while Finland and Sweden follow neutral foreign policies, Canada and the Nordic group co-operate closely on the international level and regionally in the management and protection of the North's resources.

As a step towards the expansion of trade with the Nordic countries, a high-level Canadian economic mission met with its counterparts in Finland, Norway and Sweden in June and in Denmark in September to explore possible areas of co-operation in the establishment of joint ventures for production, technological exchange and the comparison of industrial policies.



## Denmark

In May Mr. Trudeau paid an official visit to Copenhagen, where he held wide-ranging discussions with Danish Prime Minister Anker Jorgensen on questions of mutual concern. A significant outcome of the meeting was the announcement of Danish support for a Canadian contractual link with the European Economic Community, of which Denmark is a member.

## Finland

During the CSCE "summit" meeting in Helsinki in July, Mr. Trudeau met with the President of Finland, Dr. Urho Kekkonen, and also informally with several Nordic heads of government. On the occasion of the President's seventy-fifth birthday on September 3, and as a mark of appreciation for the role that Finland played as host to the conference, the Canadian Ambassador presented him with a set of Canadian Olympic coins.

The Finnish Minister of Foreign Affairs, Olavi Mattila, made a brief stopover in Ottawa in September, where he met with officials of External Affairs and of several departments.

## Iceland

Iceland's contribution to the cultural and economic development of Canada through its communities in Manitoba and British Columbia was recalled during the visit in January of the Icelandic Prime Minister, Geir Hallgrimsson, and that of the Icelandic President, Dr. Kristjan Eldjarn, and Foreign Minister Einar Agustsson in August to participate in celebrations commemorating the centenary of Icelandic settlement in this country. Both parties made their initial calls in Ottawa, where Mr. Hallgrimsson met with Mr. Trudeau for talks on bilateral relations. President Eldjarn was the guest of the Governor General.

## Norway

In December, Canada and Norway signed a "milestone" fisheries agreement, in which both acted to embody in a bilateral arrangement the principles of resource management by coastal states emerging in the Law of the Sea Conference. The agreement provides an example of the goodwill that exists between the two countries, and is expected to serve as a model for

the negotiation of similar agreements with other nations whose fleets fish off Canada's coasts.

The Norwegian Parliamentary Defence Committee made a study visit to Canada in June to confer with their Canadian counterparts and to tour various installations.

In October, a Norwegian economic mission, headed by the Secretary-General of the Ministry of Commerce and Shipping, held informal discussions in Halifax on possible joint ventures, exchanges of technology and equipment sales.

## Sweden

Among the large number of Canadian visitors who travelled to Sweden was the Minister of National Health and Welfare, Marc Lalonde, who met Prime Minister Olof Palme in Stockholm to exchange views on social policy and the status of women, two areas in which Canada was considering new legislation.

As a means of promoting defence co-operation and increasing mutual trade, Canada and Sweden signed an agreement in February to facilitate defence research, development and production and to encourage the manufacture and procurement of defence material through mutual and joint purchases.

Sweden's interest in Canadian developments was reflected in study visits to Canada by three Swedish parliamentary standing committees during 1975 — the Committees on Finance, Legal and Cultural Affairs. The members met with Canadian parliamentarians and officials to discuss specialized interests and to compare legislation.

## Western Hemisphere

In 1975, in the Western Hemisphere as elsewhere, Canadian foreign policy endeavours were consistent with the "Third Option" policy framework outlined by the Government in 1972. Among the objectives of this "Third Option" are the diversification of Canada's political and economic links in the international community in order to supplement, but clearly not to supplant, relations with the United States.

Canada's relations with the United States remain the most intense and complex of all its international relations. The magnitude and diversity of the two-way flow in trade, finance, technology, ideas and, not least, people have generated for Canada both a wide variety of problems and a multitude of opportunities.

The basic theme of Canadian policy towards the United States continues to be the maintenance of the harmony and mutual benefit fundamental to the Canada-U.S. relationship, together with a determination to strengthen the economy and other aspects of Canadian national life that are essential to Canada's future. Both countries, recognizing their shared community of interests, co-operate in such areas as defence and the environment, as well as in a broad range of multilateral and bilateral endeavours. The importance Canada attaches to its relations with the U.S.A. is reflected, among other ways, in its establishment there of 15 consular missions in support of the Canadian Embassy in Washington, D.C.

In Latin America, Canadian policies have attempted to keep pace with the new assertiveness of the leading countries of that region. Conscious of their ties with much of the industrialized world, these countries have reacted strongly to the impact of the recent general economic recession and have sought a more active role in influencing global events that bear on their interests. This evolution, and Canada's current policies towards the Latin American community, would seem to indicate for Canada a period of greater involvement in the future of this region of the Western Hemisphere.

In the Commonwealth Caribbean, 1975 pointed up the continued need to adapt Canada's traditionally close ties with this region to contemporary circumstances. These new realities were evident, for example, in the association of the Commonwealth Caribbean countries with the European Economic Community under the Lomé Convention, and in the further diversification of their relations through the development of closer ties with their Latin American neighbours and with Third World countries.



# Commonwealth Caribbean

Canada has long had close relations with the countries of the Commonwealth Caribbean. Barbados, Grenada, Guyana, Jamaica, and Trinidad and Tobago all maintain high commissions in Ottawa. There is also a Commissioner for the Eastern Caribbean in Montreal who represents the West Indies Associated States. Canada has high commissions in Barbados (also accredited to Grenada and the Leeward and Windward Islands), in Jamaica (which is accredited also to the Bahamas and Belize), in Trinidad and Tobago, and in Guyana. Surinam achieved full independence on November 25, after three centuries of association with the Netherlands, and the Canadian High Commissioner in Guyana was accredited as Canada's non-resident Ambassador to Surinam.

In a changing world where new conceptions of the relation between economically-developed and less-developed countries are being examined, the links between Canada and the Commonwealth Caribbean remain important. The flow of trade is significant (Canada exports approximately \$140 million *per annum* and imports approximately \$90 million). Canadian investments remain extensive. Many thousands of Canadians visit the region each year, and there is a growing West Indian community in Canada.

In April and May, Prime Minister Trudeau made official visits to Trinidad and Tobago, Barbados and Guyana before attending the Commonwealth heads of government meeting in Jamaica. This tour served to reaffirm the historically-close relations between Canada and the countries of the region. During the course of his visits, the Prime Minister had the opportunity to discuss a variety of bilateral and international issues with Commonwealth Caribbean leaders.

The dispute between Belize and Guatemala concerning the latter's claim to Belizean territory continued to preoccupy the Commonwealth Caribbean countries. The official communiqué of the Commonwealth heads of government meeting endorsed the right of Belize to independence. Further support for Belize came at the UN General Assembly, where 43 nations, including all the Commonwealth Caribbean and Canada, co-sponsored a resolution supporting the territorial integrity and right to independence of Belize. This resolution was adopted by the General Assembly.

## Economic developments

The Commonwealth Caribbean countries continued to work towards a greater degree of economic co-operation within the context of the Caribbean Community and Common Market (CARICOM), including progress towards the adoption of a common external tariff. Furthermore, an impressive example of a co-ordinated initiative by CARICOM member nations was provided by their participation in the negotiations between the 44 African, Caribbean and Pacific countries and the European Economic Community, which resulted in the signing of the Lomé Convention in February. This instrument established a framework for the economic relations between the 44 countries and the EEC and dealt with trade, stabilization of export markets, industrial co-operation and development assistance. From the Commonwealth Caribbean standpoint, its provisions concerning access to the EEC for sugar were particularly important.

The Commonwealth Caribbean countries sought also to increase the scope of their international relations by developing closer economic and political links with the countries of Latin America, particularly their Caribbean-basin neighbours. In the multilateral sphere, there has been a greater emphasis by the Commonwealth Caribbean countries on participation in the Organization of American States and the UN Economic Commission for Latin America, and support for the establishment of the Latin American Economic System (SELA), of which most of them have become members.

For some time, it had been accepted that there was a need for Canada and the Commonwealth Caribbean countries to enter into discussions concerning the future of their economic relations. With the conclusion of the Lomé Convention, the way was open to commence formal consultations, the first round of which took place in Ottawa in November. The discussions achieved good progress in identifying possible aspects of future economic co-operation. They were to be resumed early in 1976.

The general international economic downturn exacerbated the problems confronting the Commonwealth Caribbean countries. Governments throughout the region were faced with the high rate of inflation and chronic unemployment, though rising prices for some



## Latin America and the inter-American system

commodity exports alleviated the situation somewhat. Several of the Commonwealth Caribbean governments adopted policies designed to increase local control over foreign-owned enterprises.

Canadian development assistance to the Commonwealth Caribbean remained at a high level; the area receives the highest *per capita* disbursements in Canada's aid program. While funding was concentrated in social and industrial infrastructure (agriculture, transportation, water, education and development planning), there was an increasing realization of the need for assistance that would directly increase productive capabilities. Future development programs can be expected to reflect this new emphasis. Canada has also continued its support of regional institutions such as the Caribbean Development Bank and the University of the West Indies.

In July, the Government of Nova Scotia, under the aegis of the Commonwealth Parliamentary Association, was host to 60 parliamentarians from the Commonwealth Caribbean. The visiting parliamentarians met with Prime Minister Trudeau and the Secretary of State for External Affairs, and engaged in wide-ranging discussions on the relations between Canada and the region. The Canadian branch of the Commonwealth Parliamentary Association continued to maintain contact with Commonwealth Caribbean diplomatic representatives in Canada.

The year was marked by an intensification of Canada's relations with a number of the 20 countries of Latin America. In addition, Canada continued to participate in the work of the leading inter-American institutions.

The 13 Canadian diplomatic missions in Latin America enable Canada, by means of dual or multiple accreditation, to maintain diplomatic relations with all countries of the region. The Permanent Observer Mission to the Organization of American States (OAS) in Washington, together with Canada's membership or observer status in many inter-American institutions, permits the country to make a significant contribution to the region's economic development and the solution of common problems. Outside the inter-American system, such bodies as the UN, UNCTAD, IMF and GATT provide additional opportunities for working in conjunction with Latin American countries. This was most vividly illustrated at the end of the year when Canada and Venezuela, in the persons of the Secretary of State for External Affairs and the Venezuelan Minister of State for International Economic Affairs, were elected co-chairmen of the Conference on International Economic Co-operation in Paris.

The traditional element in Canada's relations with Latin America has been commerce. As these ties have grown, however, other elements in Canada's relations with the region, such as political consultation, financing and aid, cultural exchanges and co-operation in economic and legal questions, have come to occupy an increasingly important place.

During 1975, Canadian trade with Latin America declined slightly in comparison with the rapid growth it had enjoyed in the preceding year. The decline has contributed to a reduction in Canada's trade deficit with the region, which is caused mostly by substantial oil imports from Venezuela. Canadian imports from Latin America during the first 11 months of 1975 amounted to around \$1,517 million, compared to \$1,680 million for the corresponding period in 1974. Canadian exports to the area rose from \$1,092 million for the first 11 months of 1974 to about \$1,180 million for the same period in 1975. Canada's trade deficit with Latin America for the first 11 months, which had been \$588 million in 1974, declined to an estimated \$337 million in 1975.

The reason for the slower growth in Canadian exports to Latin America is to be

found principally in the economic difficulties experienced by the region during 1975 because of the impact of inflation and, in many countries, the increase in the cost of oil and a drop in price of major export commodities.

If Canadian trade with the region as a whole diminished slightly in 1975, trade with its area of greatest concentration, the Latin countries of the Caribbean, increased. Canada's exports to them rose considerably, from \$805 million for the first 11 months of 1974 to around \$1,180 million for the corresponding period in 1975. Imports declined by a smaller amount, from \$1,517 million for the first 11 months of 1974 to about \$1,304 million for that period of 1975.

The Export Development Corporation played a significant role in assisting Canadian exports to Latin America. In March it gave a commitment in principle for a line of credit of \$100 million to Cuba. In September it signed a memorandum of understanding for financing up to \$300 million for exports to Peru. Actual loans for financing Canadian exports were \$97.2 million to Mexico, \$19.7 million to Cuba, \$16.9 million to the Dominican Republic, \$13.6 million to Ecuador, \$3 million to Peru and \$1.2 million to Brazil.

In the effort to encourage stronger economic ties with Latin America, several Canadian ministers visited the area during 1975. In January, the then Minister of Energy, Mines and Resources, Ian Macdonald, visited Venezuela. In March, the then Minister of Industry, Trade and Commerce, Alastair Gillespie, led a trade mission to Cuba and Venezuela. At the start of the year, the Minister-President of the National Bank of Cuba, Raul Leon, paid an official visit to Canada and, in September, the Deputy Prime Minister of Cuba, Carlos Rafael Rodriguez, came to take part in the initial meeting of the Canada-Cuba Joint Committee on Economic and Trade Relations. A bilateral air agreement was signed during this visit.

The Canadian Association for Latin America (CALA) continued to stimulate the interest of Canadian business agencies and firms in the region and the prospects it offers for Canadian trade and investment.

Canadian bilateral aid to Latin America is relatively modest in comparison with the amounts given in some other parts of the world because of the advanced stage of many countries in the region and Canada's policy of

concentrating on the poorest countries and populations. In 1975, CIDA provided \$17 million to countries in Latin America, mostly in technical assistance. CIDA also committed about \$3 million in matching grants to non-governmental organizations.

Canada provided funds for multilateral programs of assistance to the Inter-American Development Bank (IDB) and to various specialized technical organizations. In March, \$7.5 million was allocated to the IDB for financing the preparation by prospective recipients of development projects. In October the Cabinet approved Canadian participation in the proposed increase of the IDB's ordinary capital and of its Fund for Special Operations. If the proposed increase is ratified by the other members of the IDB, Canada will provide about \$70 million over a period of three years, raising total funds committed since Canada became a member in 1972 to \$382 million. In May, the Minister of Industry, Trade and Commerce attended the annual meeting of the Board of Governors of the IDB in Santo Domingo. Canadian support for Latin American integration movements, such as the six-country Andean Group, continued.

In addition to the assistance to specialized technical organizations provided by CIDA, the International Development Research Centre (IDRC) supports research on the application of science and technology to the needs of developing countries. In 1975, the IDRC approved 15 projects in Latin America with a total value of \$2,647,000. Among the specialized technical organizations supported are the International Maize and Wheat Improvement Centre (CIMMYT) in Mexico, which was responsible for the development of triticale, a cross between wheat and rye, the International Centre for Tropical Agriculture (CIAT) in Colombia and the International Potato Centre (CIP) in Peru.

In April and May, Canada was host in Ottawa to annual meetings of the Inter-American Institute of Agricultural Sciences (IIASA), the Inter-American Centre of Tax Administrators (IATA) and the Geographical Commission of the Pan-American Institute of Geography and History (PAIGH).

The growing extent of Canadian relations with Latin America has led to contacts and



## United States of America

exchanges in a large number of other fields. In March, the Minister of National Health and Welfare, Marc Lalonde, visited Cuba and concluded an understanding for exchanges in the nursing and hospital field. In October, he attended the Pan-American Games in Mexico. There was an exchange of Olympic training teams between Canada and Cuba. Cuba now attracts a growing number of Canadian tourists, which reached about 40,000 this year. Some 150,000 tourists from Canada visited Mexico. The program for the exchange of young specialists and technicians between Canada and Mexico, established in 1973, continued to grow, and ten students were exchanged in either direction under a scholarship program set up in 1974.

There are few areas of Canadian endeavour that are not affected in some way by Canada's close relations with its neighbour. Because of their highly-complex and varied interrelations, Canada and the United States inevitably, and frequently, make decisions affecting one another's interests. As each country develops policies to meet changing domestic and international realities, the need increases for timely exchanges of information and for consultation and negotiation.

Frequent consultations were held in 1975 between officials of both countries at all levels and on a wide range of issues. The Secretary of State for External Affairs visited the United States twice in 1975, for consultations in Washington on the Middle East and to speak in Boston and in New York. The U.S. Secretary of State, Henry Kissinger, visited Ottawa in October.

An important element of Canada-U.S. relations is the dialogue maintained by parliamentarians from both countries. In 1975, the Canada-United States Inter-Parliamentary Group met in Quebec City.

## Economic

Canada and the United States have achieved the largest bilateral trading relationship of any two countries in the world. In 1975, the two-way trade amounted to about \$44 billion. Not surprisingly in view of their magnitude, these trade relations included problem areas during 1975, several of which were approaching solution by the end of the year.

In agricultural trade, agreement was reached, after long negotiation, to remove quotas on the import of beef. Difficulties continued, however, concerning eggs, and the United States sought a GATT advisory opinion on the Canadian egg-quota scheme. In December, a GATT working party concluded that the Canadian program was in keeping with GATT requirements.

Representatives of the two countries met to discuss the future prospects of the automotive industry in North America. It was agreed in November that officials on each side should initiate parallel studies of all aspects of the industry.

The decision of the Canadian Radio-Television Commission to require the deletion of U.S. commercials on Canadian cable television caused a strong reaction in the United



States. It was decided that officials of the two countries should meet early in 1976 to discuss the problem.

There were frequent consultations between the two countries on a variety of international trade and monetary questions. These were held bilaterally as well as in the context of such international forums as the MTN, GATT, IMF and the UN.

## Energy

Energy continued to be an important bilateral issue in 1975. In July, the National Energy Board reported on the possible curtailment of Canadian gas supplies because of reduced Canadian reserves. In November, Canada decided, again because of dwindling supplies, to accelerate the phasing-out of crude-oil exports to the United States. Although these decisions caused some concern, there was increased understanding in the United States of the reasons for Canada's energy policies.

Officials of the two countries also met to negotiate an *ad referendum* pipeline agreement to be referred to the respective governments for approval. The agreement would reciprocally provide security of passage and non-discrimination for the hydrocarbon resources of each country transiting the other in existing or future pipelines.

Canada worked closely with the United States and other countries in the International Energy Agency and at the Conference on International Economic Co-operation on international energy and related financial questions.

## Environmental

Canada and the United States both attach high priority to ensuring that their respective environments are not injured through the actions of the other.

Discussions took place during the year between officials of the two countries on a variety of environmental issues. Of concern to Canada were the expected effects of the Garrison Diversion project in North Dakota, the performance of the United States under the Great Lakes Water Quality Agreement, and the implications of an increase in the number of tankers carrying crude oil from Alaska down Canada's Pacific Coast. Of concern to the United States were the possible environmental risks of a proposed coal-mining development in

the Flathead River Valley in British Columbia, and a proposed thermal-power project on the East Poplar River, near the Saskatchewan-Montana border.

Both governments gave assurances that their actions would be consistent with their obligations under the Boundary Waters Treaty of 1909. The Garrison Diversion question was referred by agreement of both governments to the International Joint Commission, which has evolved as the principal instrument for assisting the two governments in resolving bilateral environmental questions in a responsible and co-operative manner.

## Defence

Canada and the United States continued to co-operate closely on defence questions. The Permanent Joint Board on Defence, the principal consultative group, met regularly in 1975. Agreement was reached on renewal of the North American Air Defence (NORAD) Agreement, transferring responsibility for control of Canadian air-space to a Canadian command centre. U.S. Defence Secretary Schlesinger visited Ottawa in September. The Canadian decisions taken in November in the context of the Defence Structure Review reinforced Canada's commitment to continue to participate in defence and security matters of mutual concern.

## Public affairs

Canada's largest public affairs program is in the United States. The Canadian Embassy in Washington and the 15 consular posts in the U.S. pursued during 1975 their efforts to expand the knowledge and understanding of Canadian policies. Their public affairs activities included contact with U.S. information media, the establishment of Canadian studies programs in U.S. academic institutions, and the exhibition and promotion of Canadian art and culture.

# II Multilateral Activities

## The Commonwealth

The Commonwealth has evolved, over the past decade, into one of the world's most distinctive and effective vehicles for international consultation and co-operation. Commonwealth events of 1975 seem to mark it as a key year in this evolutionary process. The first Commonwealth Secretary-General, Arnold C. Smith, retired from office on June 30 and returned to his native Canada after ten years of distinguished service to the Commonwealth ideal. Mr. Smith was made a Companion of Honour by the Queen and awarded the 1975 R. B. Bennett Prize by the Royal Society in recognition of his outstanding contribution to the growth of the modern Commonwealth and the development of its Secretariat. Speaking to heads of government at their 1975 meeting, he noted that Commonwealth membership had grown from 20 to 33 since 1965, and that "the Commonwealth has changed greatly over the years and has become increasingly relevant to the major problems of world politics . . . . We have not been growing old: we have been growing up". He emphasized in particular that "the Commonwealth is well equipped, if there is the political will, to give a lead to the international community, which must, sooner rather than later, deal with planetary economic problems". His successor, S.S. Ramphal, former Foreign Minister and Justice Minister of Guyana, is equally intent on furthering the progressive role the Commonwealth has increasingly come to play in world affairs. He has spoken of a Commonwealth vocation to "advance an internationalism founded on morality rather than on power" through a commitment to "the politics of consensus rather than the techniques of confrontation".

### Heads of Government meeting

The Commonwealth heads of government meeting in Kingston, Jamaica, from April 29 to May 6 was illustrative of this vocation. All 33 Commonwealth countries were represented, 28 by their prime ministers or presidents. A special greeting was extended to Prime Minister Gairy of Grenada, whose country was attending its first heads of government meeting since its independence in 1974. The heads of government had extensive discussions on a wide spectrum of political topics including Southern Africa, Belize, Cyprus, the Middle East, South Asia, the Indian Ocean and nuclear-weapons testing. Economic matters were the highlight of the consultations. The subject of the economic

disparities between nations was underlined by the chairman, Prime Minister Manley of Jamaica, against the background of developments last examined by government leaders at their 1973 Ottawa meeting.

Heads of government established a Commonwealth Experts Group (the McIntyre Group) to produce a comprehensive and inter-related program of practical measures directed at narrowing the gap between the rich and the poor countries. The proposal to create a Food Production and Rural Development Division within the Secretariat was endorsed, as were plans for increasing industrial development co-operation among member states. The heads of government expressed their satisfaction with the progress of the Commonwealth Fund for Technical Co-operation and welcomed the substantially-increased pledges being made by developed and the developing countries in their effort to ensure that the Fund's resources kept pace with the expanding requirements of Commonwealth governments for assistance.

The meeting also took favourable note of the progress made by the Commonwealth Youth Program in the short time since its establishment in 1973, and agreed that it should be extended beyond 1976. The achievements of the Commonwealth Foundation in strengthening professional co-operation throughout the Commonwealth were also noted with appreciation by the heads of government and support was given for its increased budgetary requirements. Prime Minister Trudeau announced Canada's decision to more than double its contribution to the Foundation, with a new pledge to cover 32 per cent of its increased budget. The heads of government emphasized the need to focus greater attention on the rights of women in the Commonwealth and to ensure that they participated fully and with complete equality in the political, economic, social and cultural activities of their countries. The problems associated with the "brain drain" were reviewed by the heads of government, and the Secretary-General was instructed to undertake a study on this question for the consideration of governments. In brief, the 1975 heads of government meeting revealed once again the flexibility and efficiency of the Commonwealth association as a co-operative tool for resolving the varied problems that affect its members and the international community at large.

The ten-man Commonwealth Group of Experts (which included the Canadian High



Commissioner to Barbados, L. A. H. Smith), under the chairmanship of Alister McIntyre, Secretary-General of the Caribbean Community, met in Ottawa in July and prepared an interim report in time for the annual meeting of the Commonwealth finance ministers in Georgetown, Guyana, from August 25 to 28. The report, entitled "Towards a New International Economic Order", concentrated on outlining those measures for reducing economic disparity that were amenable to early and effective implementation. The finance ministers meeting was attended for Canada by both the Secretary of State for External Affairs and the Minister of Finance. In his statement to the meeting, Mr. MacEachen spoke of the need to "carry the spirit of Georgetown to national capitals and to international gatherings as an aid to the formulation of policy and the conduct of negotiations with the ultimate aim of fulfilling the Kingston mandate". Ministers commended the interim report as a valuable contribution to constructive international dialogue and consensus-building in the critical area of international economic relations, and made it available to the international community as an official document of the UN's seventh special session. In this wider forum, it played a useful role in reducing the confrontation between producer and consumer countries. The Experts Group began another series of meetings in December to complete their studies and prepare a final report.

### Other Commonwealth meetings

Although the Kingston heads of government meeting and the Georgetown finance ministers meeting were the most striking Commonwealth meetings in 1975, there was a large range of other significant Commonwealth governmental and non-governmental meetings held in the year; a total of 50 Commonwealth-wide conferences took place, of which 27 were governmental. As the result of Commonwealth consultations at the 1974 World Food Conference, a special Commonwealth Ministerial Meeting on Food Production and Rural Development was held in London from March 4 to 12. The intensive discussions led to the identification of important initiatives that could be implemented in the Commonwealth context to increase food production and accelerate rural development. The ministerial meeting, attended by Mr. MacEachen, symbolized a new political determination, by

developed and developing Commonwealth countries alike, to produce enough food, and to provide a decent life for people who live on the land. In a similar context, the valuable work of the Commonwealth Agricultural Bureaux was examined at a review conference held in Britain in July.

The second annual meeting of the Commonwealth Youth Affairs Council, the governing body of the Commonwealth Youth Program, was held in Nairobi, Kenya, in April. The meeting established a group, chaired by Dr. André Renaud of Canada's Department of the Secretary of State, to review the program's first three years and to examine its priorities and its relationship with other Commonwealth and international programs. Its report will be submitted to governments before the 1976 meeting of the Commonwealth Youth Affairs Council. In September, a third Commonwealth Regional Centre for Studies in Youth Work opened in Chandigarh, India. Other Commonwealth Youth Program activities in 1975 included a regional seminar on the topic "Women in the Seventies", held in Grenada, and another on "Employment Strategies and Programs", held in Barbados.

Commonwealth law ministers met in Lagos, Nigeria, in February to discuss legal developments throughout the Commonwealth. The ministers considered the report of a review committee on Commonwealth legal co-operation, and initiated a report on intra-Commonwealth legal relations. The meeting made an impressive contribution to furthering Commonwealth co-operation on these legal matters. At the close of the meeting, the Canadian Minister of Justice invited his colleagues to hold their next meeting in Canada in 1977.

Canada was host to the ninth meeting of the Commonwealth Air Transport Council in Ottawa from September 29 to October 3. Delegates from 32 Commonwealth countries and territories exchanged information and views on a wide range of aviation topics, including aviation security measures, noise-abatement procedures, developments in navigational aids and aviation safety. The meeting included a visit to Downsview to inspect the de Havilland *Dash 7* STOL aircraft and attendance at the opening of the new Mirabel International Airport.

Among the various study groups set up by governments was the Cabinet Secretary Review Group. This body consisting of seven Cabinet Secretaries, including Michael Pitfield of



Canada, had a first meeting in January to review Commonwealth Secretariat activities and to assist in determining priorities.

Commonwealth representatives met in Geneva in March, immediately before the Third United Nations Conference on the Law of the Sea, to exchange views on issues due to be considered by the conference. Similarly, Commonwealth health ministers conferred at Geneva in May prior to the annual meeting of the World Health Assembly. The year also saw an increase of consultative meetings of Commonwealth delegates to GATT and to the United Nations General Assembly. One of the practical results was the co-ordinated effort on behalf of Belize during the thirtieth UN General Assembly. Other Commonwealth government meetings included the ninth Triennial Conference of Commonwealth Auditors-General, a conference of Commonwealth meteorologists, a meeting of the Commonwealth Sanctions Committee, the first Commonwealth Education Broadcasting Conference, the eighth Commonwealth Conference of Statisticians, and a conference of the Commonwealth Defence Science Organization, at which Canada offered to act as host to the next meeting of the organization in Toronto in May 1978. The meetings and consultations between Commonwealth governments are numerous and varied and contribute to the growing pattern of functional co-operation characterizing the contemporary "nuts-and-bolts" orientation of the Commonwealth.

This government co-operation is supported in many ways by the activities of more than 200 non-governmental bodies that serve to link member countries and give substance to their Commonwealth association. For example, the Commonwealth Foundation, a body that promotes the activities of professional associations throughout the Commonwealth, sponsored a seminar on the subject "The Professions, the Universities and the Civil Service: Mutual Interaction" at Kingston, Jamaica, in January. In April, the Governing Council of the Association of Commonwealth Universities met in Kuala Lumpur, Malaysia. The Commonwealth Engineers Council met in Ghana in June and at the same time the annual conference of the Commonwealth Press Union took place in London. Also in June, the Royal Commonwealth Society sponsored a conference on "The Official and Unofficial Commonwealth" in London. In July the

sometimes esoteric but crucial nature of Commonwealth agricultural co-operation was manifested by the ninth Commonwealth Conference on Plant Pathology, the Commonwealth Entomological and Helminthological Conferences, and the seventh biennial conference of the Royal Agricultural Society of the Commonwealth. The fourth Commonwealth Magistrates Conference was held in Malaysia in August and the Commonwealth Survey Officers Conference in Britain.

### **Parliamentary exchanges**

The traditional active participation by Canadian parliamentarians was maintained at the twenty-first annual Commonwealth Parliamentary Conference in India. The federal delegation was headed by Mr. Maurice Dupras. Premier Regan participated in his dual capacity as chairman of the Executive Committee of the Commonwealth Parliamentary Association and leader of the Nova Scotian delegation. Jamaica was the site for the thirteenth meeting of the Commonwealth Telecommunications Council in November. Domestically, the eight branches of the Royal Commonwealth Society in Canada were engaged in a wide assortment of activities, one of the more notable being the Ottawa branch's Third Student Commonwealth Conference. This involved 67 Ottawa and area high-school students in a series of simulations and discussions on the theme "The Commonwealth and the World Food and Energy Crisis", and concluded with a model heads of government meeting. A highlight of the conference was the visit of Prince Charles, who had informal discussions with student delegates.

## La Francophonie

The new Commonwealth Secretary-General made his first official visit to Canada in July, and in August he was the leading speaker at the forty-fourth Couchiching Conference on the theme "Canada and the Third World: What are the Choices". Mr. Ramphal noted that Canada had shown its desire to co-operate with its Commonwealth colleagues in their efforts to lessen the wide disparities of wealth existing in the world, and indicated that Canada possessed "a great potential for moving forward the international dialogue through an unapologetic commitment to change".

On its independence in September, Papua New Guinea was welcomed into the Commonwealth as the thirty-fourth full member.

In 1975, Canada continued its support and co-operation for the activities of international *francophone* institutions, and played a more important part than ever before in the Agency for Cultural and Technical Co-operation, the Conference of Ministers of Education and the Conference of Ministers of Youth and Sports of French-speaking Countries.

### Agency for Cultural and Technical Co-operation

The Agency had a notable year in 1975, during which it held its fourth general conference in Mauritius from November 12 to 15. The general conference, the Agency's highest authority, biennially convenes delegations from member states at the ministerial level. The Canadian delegation was headed by Jean Marchand, federal Minister without Portfolio. It also included François Cloutier, Minister of Intergovernmental Affairs of Quebec, who was elected one of the vice-presidents of the conference, Jean-Pierre Ouellet, Minister of Youth of New Brunswick, and representatives from Ontario and Manitoba. Since the 1971 general conference, Quebec has held the status of participating government in the Agency's institutions, activities and programs.

This conference was particularly important because it sought to give the Agency new means for consolidating and broadening its field of activity as the leading organization of the international French-speaking community.

One important decision of the general conference was to agree in principle to create a multilateral mechanism, in accordance with the basic texts of the Agency, to collect voluntary contributions with a view to furthering development by means of economic, social and cultural co-operation. Canada, one of the main authors of this proposal, is a member of a working group set up to establish the terms on which this mechanism is to be created. The working group's report is to be presented at the next meeting of the Administrative Council, scheduled for the spring of 1976.

Equally important was the adoption of the principle of regrouping the Agency's programs round three main cores — viz., development, education and scientific and technical co-operation — and the promotion of national cultures and languages. The programs will be multilateral in nature and will be directed chiefly to rural populations.



Another significant decision concerns the reform of the Agency's management and staff. A group of experts was formed to study the question and to submit specific proposals at the next meeting of the Administrative Council.

Finally, the conference noted the Canadian proposal to entertain a symposium of directors-general of broadcasting agencies of *francophone* countries in the spring of 1977.

The candidature of the Seychelles Islands for membership was accepted by the general conference, to take effect when the Seychelles attain independence.

The Mauritius conference showed that unexplored avenues still existed in which the Agency could usefully operate.

## Conference of Ministers of Education

The annual session of the Conference of Ministers of Education of French-speaking Countries was held in Paris from May 12 to 15. François Cloutier, then Quebec's Minister of Education, headed the Canadian delegation at this conference, whose agenda included approval of the organization of a number of seminars. Canada agreed to meet the cost of the one dealing with technical instruction and professional training.

## Conference of Ministers of Youth and Sports

The Conference of Ministers of Youth and Sports of French-speaking Countries held its sixth session in Kigali from August 21 to 23. Paul Phaneuf, the minister responsible for the Quebec High Commission for Youth, Recreation and Sport, who was ending his term as chairman of the conference, headed the Canadian delegation.

The conference set up a special committee, of which Canada is a member, to identify means of co-operating with the Conference of Ministers of Education and with the Agency for Cultural and Technical Co-operation. The conference welcomed the offer made by the government of Quebec to pay for the participation of two young people from each member state in the International Youth Camp organized on the occasion of the Montreal Games, and for the participation of a number of specialists in the work of the International Congress of Physical Activity Sciences, which will take place in Quebec in July 1976.

## Non-governmental organizations

With the support of the Canadian Government, the International Association of French-speaking Doctors (AMMF) was admitted at the Mauritius conference to the Advisory Committee of the Agency for Cultural and Technical Co-operation. The Association held the first meeting of its General Council in Dakar from December 1 to 5. Throughout the year, Canada continued to lend considerable support to the Association for Partly or Wholly French-Speaking Universities (AUPELF), which held its fifth triennial conference in Lomé from December 15 to 20. The sixth biennial for the French language took place in Luxembourg from September 6 to 14. In Abidjan, during the last week of November, the International Union of French-language Newspapers and Journalists (UIJPLF) held its thirteenth conference.

The International Association of French-speaking Parliamentarians (AIPLF) held its sixth general assembly in Mauritius from September 14 to 21. The Canadian delegation was headed by Jean-Noel Lavoie, President of the Quebec National Assembly and of the Canadian section of the AIPLF. It included a group of federal parliamentarians headed by Gérald Laniel, who was elected vice-president of the Association, and representatives from Quebec and New Brunswick. These meetings involved a general restructuring of the statutes and rules of procedure of the Association, which until then had been cultural in nature but will in future, following a proposal made by Canada, be able to study the economic and social problems common to the 18 member countries. Following a modification of the Association's statutes, Quebec and New Brunswick are now considered as autonomous sections of the AIPLF.



# United Nations

Canada participated actively in the manifold affairs of the United Nations and its family of organizations during 1975. As a founding member of the world body, it pursued a policy of selective but extensive contributions to almost every aspect of the UN's activities. On October 24, the UN's thirtieth anniversary, the Secretary of State for External Affairs sent a message to the Secretary-General reaffirming Canada's dedication to the ideals and principles expressed in the Charter and its support for the UN's efforts to embody these principles in action. Mr. MacEachen wrote:

"At the time of its conception and establishment 30 years ago, the United Nations reflected the values and realities of a world emerging from the shock of a tragic war. In 1945 the world hungered for peace: the 51 countries gathered in San Francisco were determined to establish a new and dynamic system of international relations based on justice and equality rather than power and exploitation. International relations have evolved considerably in the intervening 30 years but the hopes of 1945 have still not been fully met. Nevertheless, the United Nations has successfully risen to many of the challenges that the intervening years have placed before it. Indeed, the Canadian Government and people firmly believe that the successes of the UN have far outweighed its shortcomings and that its continued good health is indispensable to the well-being of the world community. We therefore hope and expect that progress will continue to be made towards the goals and ideals of its founders."

In addition to its thirtieth anniversary, the UN also celebrated the fifteenth anniversary of the adoption of the Declaration on the Granting of Independence to Colonial Countries and Peoples, a landmark resolution in the UN's active role in the decolonization process. As further proof of the success of this process, six more newly-independent nations were admitted to membership in the world body. The admission of Mozambique, Cape Verde, São Tomé and Príncipe, Comores, Papua New Guinea and Surinam increased UN membership to 144 and brought the world body another step closer to the achievement of universality of membership.

Much attention was focused at the UN during 1975 on issues of international economic co-operation, highlighted by the achievements of the seventh special session of the General Assembly in September. The UN also continued

its efforts to make peace in the Middle East, the troubled state of which was well illustrated by the dominance of Middle Eastern questions on the agenda of the thirtieth regular session of the General Assembly. Disturbing questions were raised, and controversy was stirred, by the adoption of an ill-conceived resolution equating Zionism with racism. The continuing confrontation in many UN forums between the non-aligned countries and the Western industrialized countries continued to obstruct UN attempts to seek solutions to world problems and has increased demand for changes in the structure and procedures of the world body.

This section of the *Annual Review* is intended to focus on those areas of UN activities of major concern to Canada. To avoid duplication, some aspects of UN affairs, such as the law of the sea, UNCTAD, UNESCO, etc., are covered in other sections of the *Review*.

## Political and security questions

The thirtieth anniversary session of the General Assembly, despite some notable setbacks, achieved moderate progress in a number of fields and was marked by less confrontation and more genuine effort to seek harmony than was evident at the twenty-ninth session. The monolithic support by the non-aligned members of an increasingly radical leadership, a main feature of the twenty-ninth session, was considerably qualified during the thirtieth session. Where debate was rancorous and divisive, the General Assembly accurately reflected the intractability of the central issues rather than the shortcomings of the institution. The General Assembly itself is increasingly regarded as a centre for airing and, it is hoped, cooling international disputes. The misconception that it is in any way an international legislative institution appears quite properly to have been dispelled.

## The Middle East

The political highlight of the thirtieth session of the General Assembly was again the debate on issues relating to the bitter dispute in the Middle East, the main thrust of which was to seek further recognition of the rights of the Palestinians and the continuation of pressure on Israel. Canada's concern at the lack of balance in resolutions arising out of the Arab-Israeli conflict is well illustrated by its voting record: of the 14 resolutions and sub-resolutions on the

Middle East adopted by the General Assembly, the Canadian delegates could support only four.

A full-scale debate on the Middle East situation was held this year in the General Assembly for the first time since 1972. Canada voted against the resolution arising out of this debate because the delegation did not think that it would make a positive contribution to the achievement of peace in the Middle East. Canada's main objection was that the resolution represented an unbalanced statement on the situation. It made no specific reference to Security Council Resolutions 242 and 338, which remain basic to the establishment of a durable peace in the area and contain the essential elements for the achievement of a just and durable peace. Furthermore, the Middle East resolution appealed to all states "to desist from supplying Israel with any military or economic aid" but ignored the military support provided to other states in the area. It also hinted that sanctions should be imposed against Israel; this is a measure Canada considers not only to be unwarranted but also an infringement of the prerogatives of the Security Council. Canada concluded that the General Assembly would not serve the aim of achieving a lasting peace in the area by condemning Israel's continued occupation of the conquered territories while remaining silent on other elements in Resolution 242, such as the right of all states in the area to live in peace and security.

The single most disturbing resolution adopted by the General Assembly on this or any other set of issues was one that stated that "Zionism is a form of racism and racial discrimination". In addition to the objectionable nature of the resolution itself, Canada especially regretted that the UN's continuing concern and achievement in the human rights field might be sidetracked by this ill-conceived motion. In explaining his negative vote on the resolution, the Canadian representative said that "to link the concept of Zionism with the racial doctrine of *apartheid* (is) inappropriate, imprecise, contentious, and unnecessary".

## Cyprus

An acrimonious debate again took place on the perennial problem of Cyprus and the renewal of the UNFICYP mandate. Canada's active participation in the UN peacekeeping force in Cyprus ensured its keen interest in the debate. The General Assembly demonstrated its

frustration with the issues by adopting a resolution deploring the lack of progress in negotiating an end to the conflict. The resolution also demanded the withdrawal of all (non-UN) foreign forces from the island without delay. The Security Council renewed the UNFICYP mandate for a further six months beginning December 15 and, at the request of the Secretary-General, Canada renewed its commitment to provide forces for this period.

## Korea

This year Canada saw real possibility of movement on the Korean issue in the General Assembly. Since the end of the Korean War, debate on this question in the UN had been largely fruitless, but this year the U.S. and the R.O.K. modified their positions significantly by proposing a resolution calling for the dissolution of the UN Command (UNC), in conjunction with adequate measures to ensure the continued existence of the Armistice Agreement of 1953, to which the UNC was the only signatory on the allied side. Canada co-sponsored this resolution with 19 other nations, hoping that the modification of attitude towards the question by the R.O.K. and the U.S. would be matched by a similar willingness to negotiate by the D.P.R.K. Canada was also attracted to dissolution of the UNC as a way of simplifying the issue by moving it from the UN forum and thereby encouraging the two Koreas to negotiate seriously with one another.

The supporters of the D.P.R.K. also put forward a resolution calling for dissolution of the UNC and replacement of the Armistice by a peace agreement negotiated between the "real parties" involved. In North Korean eyes, the "real parties", however, are the D.P.R.K. and the U.S., with no recognition given to the R.O.K. as an involved party. Furthermore, this resolution provided no assurance that the Armistice would be upheld once the UNC was dissolved until such time as a peace agreement was concluded.

After intensive campaigning by both sides, the General Assembly adopted both resolutions by narrow margins — the first time the UN has adopted two mutually-contradictory resolutions. The problem is now virtually deadlocked, and will require an intensive effort in order to achieve more positive results at the thirty-first session of the General Assembly.



## Peace-keeping

Canada's traditionally strong role in UN peace-keeping continued in 1975. In addition to its large contingents in the three main peacekeeping forces in Cyprus and the Middle East (UNFICYP, UNEF II and UNDOF), Canada continued to press for a higher level of training and preparedness among the armed forces of contributing countries and a more sophisticated approach to the problems of logistics and equipment.

Canada's role in the deliberations of the Committee of 33, the special UN committee charged with developing peacekeeping policy, continued to be frustrated by a strong divergence of opinion about principles governing the establishment and day-to-day control of peacekeeping operations. Canada continues to hope that in the future the committee will nevertheless play a useful role in drafting practical guidelines for peace-keeping in the field.

The mandates of the three peacekeeping forces in which Canada participates were extended for further periods during the fall of 1975. The mandate for UNDOF, however, was renewed only after Syria extracted from the Security Council the concession that a full-scale Security Council debate on the Middle East, with the implication of PLO participation, would take place in January. The UNFICYP mandate was renewed only on the understanding that the commander of UNFICYP would not deploy forces in the north of the island without elaborating a separate arrangement with Turkish-Cypriots.

Canadian commitment to UN peace-keeping was underlined again by the Secretary of State for External Affairs in his address to the General Assembly on September 22:

"Peace-keeping is one of the few useful instruments that the international community has developed to help promote peaceful solutions to disputes. It is designed to assist the parties to a dispute to draw back from conflict when they recognize that this is in their best interests and to help create circumstances in which their differences can be settled by negotiation."

## Disarmament

As in past years, the UN took an active role in the continuing search for a solution to the vexing and complex problem of disarmament. The growing frustration at the lack of progress on this range of issues is amply illustrated by the proliferation of agenda items seeking to solve various aspects of the problem. At its thirtieth session, the General Assembly considered 19 agenda items on disarmament and adopted 25 resolutions. Mr. MacEachen, in his address to the General Assembly on September 22, expressed Canada's concern at the lack of real progress on disarmament when he said:

"Few issues before this Assembly give rise to aspirations so great or frustrations so deep as the question of disarmament. We aspire to agreements that will check the use of force, reduce tensions and free resources for productive social and economic purposes. But our hopes are frustrated by the relentless drive towards new heights of destructive power. Nuclear weapons exist in the tens of thousands and we are faced with the frightening possibility that they will spread to more countries. The advanced countries continue to spend enormous amounts of money on armaments of all kinds, and the military expenditures of some developing countries are rapidly increasing. Is it any wonder that ordinary people everywhere, with deep unease and impatience, await real progress towards disarmament?"

## Economic and social questions

Canada was elected in 1974 to a three-year term on the Economic and Social Council and participated actively in its affairs in 1975. At the fifty-eighth (spring) and fifty-ninth (summer) sessions, the Council dealt with a wide variety of economic and social questions, including aid to the drought-stricken Sahel, human rights issues, International Women's Year, environmental protection, food problems, disaster relief and economic development, in preparation for the seventh special session. At the spring session, Canada was elected to the Human Rights Commission and re-elected to both the Committee on Science and Technology for Development and the Commission on Narcotic Drugs, on both of which it has served since their establishment in 1972 and 1946 respectively. Canada is also a member of the Economic Commissions for Latin America and



for Europe and served during 1975 on the Commissions on the Status of Women, Transnational Corporations and Statistics.

## Seventh special session

The wide-reaching resolution on international economic relations and development, which was adopted September 16 by the seventh special session of the General Assembly, represented a major step forward in relations between developed and developing countries. In contrast to the Declaration and Program of Action of the sixth special session, the resolution does not make value judgments on economic systems and national motives. It replaces a general expression of will with concrete proposals and specific undertakings. Most important is the fact that, in the serious and detailed negotiations that took place, all concerned had to make concessions to produce a progressive but responsible consensus document. Its achievement reflects fundamental changes in climate and policy, particularly on the part of the industrialized countries.

The document calls, in effect, for a shift of the world's trade and payments system in favour of the developing countries. Specifically, the developing countries are to benefit from a variety of trade, financial and institutional measures, as well as accelerated programs to assist transfer of technology, industrialization and more rational and effective production and distribution of food and resources to meet LDC needs. The document also calls for the restructuring of the economic and social sectors of the UN system as appropriate.

## Structural reform

In preparation for its seventh special session, the General Assembly late in 1974 initiated a study by a group of experts directed towards making the UN system "fully capable of dealing with problems of international economic co-operation in a comprehensive manner". In the report entitled "A New UN Structure for Global Economic Co-operation", the group of experts makes imaginative and constructive proposals aimed *inter alia* at strengthening the role of the Economic and Social Council, improving the secretariat support facilities, establishing new and more effective consultative procedures and streamlining the operational activities of the UN system.

Resolution 3362 of the seventh special session provided for the establishment of an *Ad Hoc* Committee on the Restructuring of the Economic and Social Sectors of the UN System. The Committee is to consider the report of the group of experts, as well as the deliberations on institutional arrangements taking place elsewhere in the UN system — in particular, for example, at UNCTAD IV, to be held in Nairobi in May 1976. Canada places particular importance on the task of the *Ad Hoc* Committee and will participate actively in its work.

## Specialized Agencies

An important aspect of the work of the United Nations is the many activities of the Specialized Agencies. Because of the technical nature of a large part of their activities, they may attract less attention than political aspects of the UN's work. Canada has habitually been a firm supporter of the Agencies. Set out below is a brief summary of a few of Canada's activities in this field in 1975:

At the eighteenth conference of the Food and Agriculture Organization, Canada reaffirmed its conviction that agricultural and rural development was one of the most urgent problems facing the world by nominating for the position of Director-General a Canadian candidate with impressive technical competence and experience in agricultural development. The Canadian candidate, Dr. W. David Hopper, President of the International Development Research Centre, although he came second on the first ballot, did not have sufficient support to win, and therefore withdrew. Mr. Edouard Saouma of Lebanon was elected on the uncontested second ballot.

Canadian support for the World Food Program has continued at all stages of its evolution. Canada, which is now the largest donor to the program, pledged \$94 million for 1975 and the same amount for 1976.

The Canadian delegation played an active role in the Diplomatic Conference on Air Law held under ICAO auspices in Montreal in September. This conference considered ways and means of modernizing the provisions of the Warsaw Conventions and related protocols dealing with liability with respect to air transport of cargo and mail. It agreed to the use of IMF Special Drawing Rights as one basis for monetary conversion in civil aviation.

Canada also participated in the seventh World Meteorological Congress, as well as the annual assembly of the World Health Organization. Canada's active interest in the work of the UN Specialized Agencies is further illustrated by the fact that it is currently serving on the governing councils of all but one, and plays an active role in their various activities. In 1975, Canada began its term on the Executive Council of the Universal Postal Union by supplying a vice-chairman. Canada is also *rapporteur* of an important working group in the Council dealing with terminal charges for imbalance of incoming international mail. Joe Morris, President of the Canadian Labour Congress, continued as chairman of the Workers Group in the Governing Body of the International Labour Organization. The Canadian representative on the Council of ICAO served as chairman of the Working Group on Conditions of Service.

## Human rights

Despite the negative effects of the resolution equating Zionism with racism, the UN did make some progress in the human rights field during 1975. <sup>unbiased Dept. of EA</sup> For example, it made a positive contribution to the elimination of torture throughout the world. A major element of this was a resolution, co-sponsored by Canada and accepted unanimously by the General Assembly, which included a declaration on protection against torture.

Canadian interest in the human rights activities of the UN will be focused during the next three years on the Commission on Human Rights, to which it was elected during 1975. The Commission, which is the principal UN body concerned with human rights, was created in 1947 and has over the years elaborated a series of instruments, declarations and conventions designed to strengthen human rights throughout the world. Canada hopes that during its three-year term on the Commission it will be able to contribute to shifting attention from the elaboration of more instruments to considering effective measures to implement these rights.

The implementation of the objectives of the Decade for Action to Combat Racism and Racial Discrimination may have been seriously harmed by the Zionism resolution. Canada and many other Western nations that had until then supported the Decade and the planned World Conference to Combat Racism now feel

constrained to reconsider support for these activities to the extent that they may be tainted by the Zionism resolution.

## Conferences

In 1975, four important UN conferences took place. The first of these, the Law of the Sea Conference in Geneva, is dealt with in the section of the *Review* concerning international law.

Lima, Peru, was the site of the second general conference of the United Nations Industrial Development Organization. In addition to the Lima Declaration (discussed in the section on international economic matters), UNIDO II recommended to the UN General Assembly that the organization be converted to a full-fledged Specialized Agency. This was adopted by the seventh special session of the General Assembly. During 1976, therefore, an intergovernmental committee will draw up a constitution for the organization.

International Women's Year was held in 1975. Its highlight was the World Conference of International Women's Year in Mexico City in June. Despite the fact that this conference was marred to some extent by divisive debate on a number of highly political resolutions, including one that sought to "eliminate Zionism", the conference did adopt a World Plan of Action designed to improve the condition of women throughout the world. The Canadian delegation played an active role in the negotiation of many other resolutions, often as co-sponsor. In particular, Canada pledged support for status-of-women programs in developing countries through the Canadian International Development Agency. It also supported measures designed to increase the number of professional women employed throughout the UN system, as well as resolutions for regular review and appraisal of the World Plan of Action.

The fourth major gathering, the fifth UN Congress on the Prevention of Crime and the Treatment of Offenders, was originally scheduled to be held in Toronto in September. The Government, however, influenced by the "deterioration" of the atmosphere in which international conferences were held, requested the UN to postpone the congress until a mutually-acceptable date in 1976 when circumstances might be more propitious. The UN did not accede to Canada's request and the



congress was convened in Geneva on the originally-scheduled dates. In the event, the congress proceeded without incident and Canada participated actively in its affairs.

## **Habitat — UN Conference on Human Settlements**

Planning proceeded on schedule during the year with the preparations for *Habitat* — the United Nations Conference on Human Settlements, which is to take place in Vancouver, B.C., from May 31 to June 11, 1976.

When Canada's offer to act as host to the conference was accepted by the twenty-seventh UN General Assembly in 1972, two secretariats were created by the Federal Government to handle the Canadian end of the arrangements. These were the "Host Secretariat", set up in the Department of External Affairs, and the "Participation Secretariat", set up in the Ministry of State for Urban Affairs. In October 1975, the responsibilities of both secretariats were transferred to a new body, the Canadian *Habitat* Secretariat, with J. W. MacNeill as Commissioner-General. Mr. MacNeill had been previously involved with preparations for the conference as Secretary to the Ministry of State for Urban Affairs.

Close liaison was maintained with the UN *Habitat* Secretariat in New York, headed by Enrique Penalosa. The UN Preparatory Committee for *Habitat*, on which Canada is represented, met twice during the year, in January and August.

In June and July, Canada, as host country, was represented at regional preparatory meetings of *Habitat* held in Tehran, Cairo, Geneva and Caracas.

In September, a meeting of *ad hoc* intergovernmental working groups in Geneva achieved considerable progress in discussing the draft declaration of principles to be adopted by the conference, and in considering the forms of international action that the conference might recommend.

Progress was also made in preparing the extensive facilities to be provided in Vancouver for the conference. Work proceeded with the arrangements in the downtown area for a project presentation centre, a visitor's centre and a media centre to provide facilities for world-wide coverage.

Also begun was the renovation of Jericho Beach, a former military base in the Point Grey area of Vancouver. This was planned as the

centre of activities of the "Habitat Forum", a conference of national and international non-governmental organizations scheduled to take place at the same time as the official *Habitat* conference.

Efforts to interest and assist participating countries in the preparation of audio-visual presentations of human-settlements projects met with a good response. By the year's end, production was under way of more than 200 such presentations in over 100 countries — contributions to an audio-visual program unique in UN conference history.

In the fall of the year a series of symposiums and public meetings was held across Canada to stimulate public consideration of the themes of *Habitat* and to contribute to formulating the Canadian Government's position on human-settlements issues.

## **UN administrative matters**

The biennial budget of the United Nations for 1976-77 was set at \$745,813,800, an increase of some \$130 million. Like most governmental and intergovernmental institutions, the UN has been severely affected by inflation and currency instability and has had to indulge in more than ordinary budgetary restraint. Canada, as one of the major contributors to both the assessed and voluntary aspects of the UN's budget, played an active role in efforts to maintain the UN's financial obligations within realistic boundaries. At the thirtieth session of the General Assembly, Canada supported a major effort to focus attention on basic financial problems of the organization. As a result, a broadly representative intersessional body will be established to recommend measures to bring about a comprehensive solution to the organization's financial difficulties.

## **Canadian financial contributions to the UN system**

Canada's contributions to the UN family of organizations fall into three categories: (a) annual assessments of the organization and its Specialized Agencies under regular budgets (Canada is assessed at 3.18 per cent, which in 1975 amounted to \$8,838,000 for the United Nations regular budget and \$11,846,000 for the regular budgets of the Specialized Agencies, and makes Canada the ninth-largest contributor among the 144 member states); (b)



peacekeeping contributions, amounting to \$6,165,000 in 1975 for the peacekeeping forces in Cyprus and the Middle East; and (c) voluntary donations to the activities of a variety of multilateral economic, social and humanitarian programs, to a total of \$33,086,000. In 1975 these included such diverse programs as the UN Development Program, UNICEF and the Relief and Works Agency for Palestine Refugees. Canada's generous contributions and tradition of prompt payment are an accurate indication of its firm support for the UN family of organizations.

## Defence Relations

### NATO

Canada was one of the founding members of the North Atlantic Treaty Organization (NATO) in 1949. Over the years, successive Canadian Governments have reaffirmed the conviction that Canada's security remains linked to that of Europe — probably still the most sensitive point in the East-West balance of power. A firm adherent to the conception of collective security, Canada remains convinced of the important political role NATO plays in reducing and removing the underlying causes of potential East-West conflict through negotiation, reconciliation and settlement. These views were developed in some detail in 1970 in *Foreign Policy for Canadians* and in the 1971 White Paper on defence.

In May 1975, Canada's commitment to NATO was further strengthened when the Prime Minister visited Brussels to participate in a NATO heads-of-government summit meeting. He restated Canada's belief in the idea of collective security and its support for NATO, and pledged the maintenance of an adequate and effective NATO force level. He also called for more frequent political consultations between NATO heads of government.

During the December meeting of NATO defence ministers, the Canadian Minister of National Defence gave concrete form to Mr. Trudeau's pledge by announcing that, in the wake of an extensive defence structure review, the Government proposed to improve the effectiveness of the Canadian Mechanized Brigade Group stationed in Europe by increasing its tank component to three squadrons of modern, effective main-battle tanks and additional artillery. He also announced that Canada would purchase a fleet of 18 long-range patrol aircraft to replace the now-obsolete *Argus* fleet, and would make further improvements in the Canadian forces. Most significant, perhaps, and counter to the general NATO trend, the Government announced a considerable increase in real terms of the Canadian defence budget for the next five years, with specific emphasis on capital acquisitions. The NATO defence ministers, in their communiqué, commended the Canadian announcements, which reinforced the high priority of Canada's NATO commitment.

An important step in the long and arduous process towards *détente* was achieved in Helsinki on August 1, with the signing of the

Final Act of the Conference on Security and Co-operation in Europe (CSCE).

Of particular importance to all members of NATO are the Confidence Building Measures (CBMs), by which signatories to the Final Act agree to notify each other of all major military manoeuvres in Central Europe in which they are participating. Canada has already issued notifications of two manoeuvres in which Canadian troops participated, which took place in the Federal Republic of Germany in the autumn of 1975. These were among the first notifications of manoeuvres issued; since then, other countries, both members of NATO and non-aligned, have issued similar announcements. The CBMs also provide for the voluntary invitation of observers to manoeuvres. NATO decided to support this provision fully and observers were invited to one of the autumn manoeuvres, "Certain Trek". As a participant in the manoeuvres, Canada assisted the Federal Republic of Germany, which served as the host for the observers, who came from all the CSCE countries except those of the Warsaw Pact. It is Canada's hope that the implementation of these CBMs will become a permanent element of the policy of all CSCE signatories in the period ahead.

Progress was less encouraging in the Mutual and Balanced Force Reductions (MBFR) negotiations in Vienna, in which Canada also participates. The negotiations are generally recognized as being more difficult because they touch on the vital security interests of both NATO and the Warsaw Pact. However, it is hoped that a new NATO proposal to include the consideration of some nuclear weapons in the negotiations will break the two-year deadlock. Similarly, it is hoped that a way will be found around the present deadlock in the Strategic Arms Limitations Agreement (SALT) negotiations between the U.S.A. and the U.S.S.R.

Despite certain achievements, a number of problems, which remain unsolved, were a source of continuing concern to the NATO Alliance in 1975. All NATO members continued to experience, in varying degrees, the impact of severe inflation, energy disruption and continuing recession. In these circumstances, many of the Allies shared the problem of maintaining an adequate level of defence capability in the face of serious strains on their economies. One positive factor developing from these conditions was a growing readiness in 1975

of Alliance members, including Canada, to seek economies by increasing specialization in the development, production and acquisition of military equipment in order to avoid costly duplication of effort. In addition to economic difficulties, the security and cohesion of the Alliance was also impaired by the continued strain on relations between Turkey and Greece over the Cyprus situation, the continuing turmoil and instability in Portugal, and the deteriorating relations between Iceland and Britain over fishing rights.

In the pursuit of a variety of Canadian foreign policy objectives, such as the negotiation of a contractual link with the European Community (EC), Canadian membership in NATO plays an important role. NATO is recognized as a unique forum for the exchange of views among its members not only through its regular organs but also through such related bodies as the North Atlantic Assembly and the Atlantic Council of Canada. Membership in NATO also contributes to the development of Canada's political, economic and scientific-technological relations with Europe, which balance those with the United States. The Alliance allows, and obliges, both Canada and the United States to take an active role in European affairs, and exemplifies the interdependence of Europe and North America.

## **North American defence co-operation**

In continuing its co-operation with the United States in North American defence, Canada seeks to make an effective contribution to the maintenance of a stable strategic balance between the super-powers. This in turn contributes to Canada's overriding defence objective of preventing nuclear war. In the context of North American defence, the Government believes this can be most effectively accomplished by participating in surveillance and warning systems, in anti-submarine defence and in measures designed to protect the retaliatory capacity of the U.S.

In the sphere of air defence, this co-operation was reaffirmed in May, when, following an extensive review, Canada agreed to renew the North American Air Defence Command (NORAD) Agreement for a further five years. The Government concluded that it was in Canada's interest to continue to co-operate with the United States on questions of North American defence, both as a means of



dealing with mutual security problems and as a contribution to the general security of the NATO area. It was also concluded that, although it was substantially diminished in relative terms, there continued to be a bomber threat to North America that required some defence and that this could most efficiently and economically be provided through a continuation of the effective air-defence arrangement that had been worked out by the two governments through NORAD.

At the same time, the Canadian and U.S. Governments were aware of the growing importance of peacetime surveillance and control of their respective air-spaces. For this purpose, both Canada and the U.S. are in the process of developing national civil-military air surveillance and control systems, and it was concluded that the effectiveness of these new arrangements would be enhanced by a continuation of NORAD. To further the effectiveness of these new national systems, the two governments recently agreed to redefine NORAD's regional boundaries. For Canada this will have the practical effect that, in future, all operations in Canadian air-space will be controlled from centres in Canada and will be carried out by Canadians.

One of the principle consultative mechanisms for Canada-U.S. defence co-operation is the Permanent Joint Board on Defence (PJBD). Through its regular meetings during 1975, the Board provided a forum for the discussion of such issues as the dispersal of U.S. aircraft to Canadian bases in times of crisis, the renewal of the NORAD Agreement, the renewal of an agreement to operate jointly a torpedo-testing range at Nanoose Bay, B.C., and the possible industrial development of surplus lands at the U.S.-leased naval station at Argentia, Newfoundland. The Board also provided an opportunity to both countries to exchange views on various aspects of their defence policies that were of mutual interest.

As a continuing function, the Department co-ordinates Canadian co-operation with the U.S. in various research activities that help maintain the defence preparedness of North America.

## Peace-keeping

At the end of 1975 Canada, the largest contributor of troops for UN peace-keeping, had

more than 1,500 military personnel abroad in this capacity. During the year, Canada continued its participation in such long-standing peacekeeping projects as the UN Military Observer Group India-Pakistan (UNMOGIP) and the UN Middle East Truce Supervisory Organization (UNTSO), as well as the UN Force in Cyprus (UNFICYP) and the more-recently established United Nations Emergency Force (UNEF) in the Middle East and the UN Disengagement Observer Force (UNDOF) on the Golan Heights between Israel and Syria.

The Canadian contingent in Cyprus was reduced during 1975 from about 800 to 515, reflecting the evolution to a fairly stable situation on the island; outbreaks of intercommunal violence became during the year relatively minor and infrequent. However, progress towards a solution of Cyprus's political problems was slow. The intercommunal talks, which were broken off in September, had not been resumed and the northern sector of Cyprus was under continuing occupation by Turkish troops. Nonetheless, the atmosphere of relative restraint, brought about in large part by UNFICYP's presence, may, it is hoped, accelerate progress towards a settlement.

Canada is the largest single contributor to Middle East peace-keeping, with a contingent of 975 that provides logistics, communication and air support for UNEF-UNDOF and with 20 other Canadians serving with UNTSO. Middle East peace-keeping has contributed significantly to stability in the region and thus facilitated the achievement of the Israeli-Egyptian agreement in September 1975, which increased the prospect of progress towards a peaceful general solution.

Though peacekeeping responsibilities place heavy strain on the resources of the Canadian Armed Forces, the Government continues to favour the notion of peace-keeping as an alternative to the solution of international problems by force, and it gave practical expression to this determination in the Defence Structure Review of late 1975, which allocated up to 2,000 Canadian personnel to the discharge of such duties.

## Military training assistance

Under the Military Training Assistance Program, Canada continued in 1975 to provide members of the armed forces of selected developing countries, on request, with space in



## Arms Control and Disarmament

basic officer-training and junior-staff training courses, as well as instruction in various military trades.

About 140 officers, officer cadets and non-commissioned officers from Cameroon, Ethiopia, Ghana, Guyana, Jamaica, Kenya, Nigeria, Tanzania, Trinidad and Tobago, and Zambia attended courses at various Canadian Forces training schools.

Six Canadians served abroad as advisers: two civilian Defence Research Board scientists were provided to Malaysia, a logistics adviser and a pilot-training adviser to Tanzania, and two training advisers to Ghana.

Canada has long been a zealous participant in efforts to reach agreement on disarmament and arms control. The former term covers the actual destruction of arms and the disbandment of military forces; the latter covers agreement to reduce, limit or restrain the level and character of existing forces, to prevent the development of new weapons, and to limit or put an end to the arms race.

Related as they are to the direct security concerns of states, arms-control and disarmament agreements contribute to the lessening of tensions and the improvement of political relations, both bilaterally and multilaterally. They can be both a means towards, and a result of, an improved international climate. Canada's participation in international discussions and negotiations on arms control is closely linked to its security commitments to the defence of North America and Western Europe, and to the general Canadian interest in promoting East-West *détente* and peace and prosperity throughout the world.

### Strategic Arms Limitation Talks (SALT)

The most serious and urgent arms-control issue continues to be that of strategic nuclear weapons and the balance of deterrence between the two super-powers. Canada has a vital interest in an agreement between the United States and the Soviet Union on the limitation of nuclear armaments, an agreement that will preserve the strategic balance, reduce the risk of war and, by enhancing the security of both sides, promote a climate of *détente* and encourage more friendly relations. Although the SALT negotiations involve only the two super-powers, their outcome will affect the direct security concerns of Canada and its NATO allies, and indeed those of the entire world community.

In 1972, the United States and the U.S.S.R. signed an initial series of agreements on the limitation of strategic nuclear arms and, at Vladivostok in November 1974, President Ford and General Secretary Brezhnev reached an understanding establishing the outlines of a further "SALT II" agreement. Negotiations followed at Geneva throughout 1975, and the United States continued its practice of keeping the NATO alliance informed of progress in SALT through briefings and consultations. It is Canada's hope that the U.S.A. and U.S.S.R.

will soon agree on further mutual limitations and reductions in strategic nuclear forces in order to end the arms race and stabilize the nuclear balance.

### **Mutual and Balanced Force Reductions (MBFR)**

While Canada is not involved in the bilateral SALT negotiations, it is a direct participant in the other principal East-West arms-control negotiation now under way, the Conference on the Mutual Reduction of Forces and Armaments and Associated Measures in Central Europe, which is aimed at reducing the level of armed confrontation in Central Europe. These highly-complex negotiations, which began in Vienna in October 1973, include the NATO and Warsaw Pact countries with military forces stationed in Central Europe. For NATO the direct participants are Canada, the United States, Britain, the Federal Republic of Germany, Belgium, the Netherlands, and Luxembourg; for the Warsaw Pact, they are the U.S.S.R., Poland, Czechoslovakia and the German Democratic Republic. The negotiations have been made possible by a general lessening of Cold War tensions in Europe and improvement in the relations between the United States and the U.S.S.R., as reflected in the 1972 SALT agreements, and the convening of the Conference on Security and Co-operation in Europe (CSCE). As had generally been expected, because of the sensitivity and complexity of the issues to be negotiated, progress has been slow, and by the end of 1975 no agreement had been reached.

Canada has been a consistent supporter of MBFR within the NATO Alliance, and has played an active part in the formulation of policy and the conduct of the negotiations. As with SALT, Canada's interest in MBFR results from the belief that a balanced reduction in the level of armed confrontation between East and West will advance the cause of world peace and security and reduce the possibility of war. It derives also from a recognition that the security of Canada is inseparable from that of Western Europe.

### **Conference of the Committee on Disarmament**

The Conference of the Committee on Disarmament (CCD), of which Canada is an active member, deals with those arms-control

and disarmament issues that are of wide concern to the international community and are intended to be of international application. Multilateral discussions take place in Geneva on a regular basis and, though it is not a United Nations body, the CCD reports annually to the UN General Assembly. In the general debate on disarmament during its annual sessions, the General Assembly considers the report and proposals of the CCD.

The CCD and its predecessor, the Eighteen-Nation Disarmament Committee (ENDC), have negotiated several multilateral arms-control agreements, including the Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and Under Water (Partial Test Ban Treaty) of 1963, the 1968 Treaty on the Non-Proliferation of Nuclear Weapons (NPT), the Treaty on the Prohibition of the Emplacement of Nuclear Weapons and Other Weapons of Mass Destruction on the Seabed and the Ocean Floor and in the Subsoil Thereof (Seabed Treaty) of 1971, and the Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction (BW Convention). All these measures have been ratified by Canada.

Although no arms-control measure has emerged from the CCD since the BW Convention, it continues to consider the possibilities for progress in a number of important areas. In 1975, these included continuing efforts to conclude a comprehensive nuclear test-ban agreement; a study of the arms-control implications of the application of nuclear explosions for peaceful purposes; efforts to reach agreement on effective measures for the prohibition of the development, production and stockpiling of chemical weapons and for their destruction; a study of the notion of nuclear-weapon-free zones; and preliminary consideration of the possibility of concluding a convention to prohibit the use of environmental-modification techniques for military purposes or other hostile ends. Canada was particularly active in the CCD's consideration of the arms-control implications of peaceful nuclear explosions and tabled working papers on the questions of chemical weapons and environmental warfare.



## **Nuclear testing and non-proliferation of nuclear weapons**

In the CCD and in the UN General Assembly, the testing of nuclear weapons and the danger of their proliferation continued in 1975 to occupy the attention of Canada and many other countries. In both forums Canada and most other countries continued to stress the urgent need for the conclusion of a comprehensive test-ban treaty. The UN General Assembly again called on the CCD to give the highest priority to the negotiation of such a treaty. Both in the CCD and in the General Assembly, Canada emphasized that a comprehensive test-ban treaty must provide adequate means of verifying compliance by all parties and must ensure that nuclear explosions for peaceful purposes do not contribute to the testing or refinement of existing nuclear-weapon arsenals or the spread of nuclear weapons to additional states. Canada also expressed the view that agreement by some testing powers to stop their tests should not have to await participation by all nuclear-weapon states; in Canada's view the two super-powers, and as many other nuclear-weapon states as possible, should enter into an interim test-ban agreement open to all states and containing appropriate provisions to assure its effectiveness. In the CCD, Canada, Japan and Sweden tabled a working paper reporting the summary proceedings of an informal scientific conference, held in Ottawa in April, to promote Canadian-Japanese-Swedish co-operation in the detection, location and identification of underground nuclear explosions by seismological means.

The whole question of nuclear proliferation in all its aspects was examined in depth at the conference called in Geneva during May to review the operation and provisions of the Non-Proliferation Treaty (NPT). Canada is a strong supporter of the NPT and its associated system of nuclear safeguards and participated actively in the review conference. In its Final Declaration, the conference reaffirmed generally the provisions and objectives of the NPT and urged the nuclear-weapon states to progress more rapidly towards a ban on all nuclear-weapon tests and towards actual nuclear disarmament. The review conference also approved a number of positive recommendations on nuclear safeguards, co-operation in the

peaceful uses of nuclear energy and the application of nuclear explosions for peaceful purposes.

On the last question, the Final Declaration strongly reaffirmed the provisions of the treaty whereby potential benefits from any peaceful applications of nuclear explosions would be made available to non-nuclear-weapon states parties to the treaty only by way of services provided by the existing nuclear-weapon states recognized under the treaty. The conference concluded that the International Atomic Energy Agency (IAEA) was the appropriate international body through which potential benefits of peaceful nuclear explosions could be made available to non-nuclear-weapon states. The conference called on the IAEA to broaden its consideration of this question to include within its area of competence all aspects and implications of nuclear explosions for peaceful purposes and to begin consideration of the structure and content of the special international agreement or agreements contemplated in Article V of the NPT. It also attached considerable importance to consideration by the CCD of the arms-control implications of nuclear explosions for peaceful purposes. These conclusions were fully endorsed by Canada. At the thirtieth session of the UN General Assembly, Canada was one of the co-sponsors of a resolution on the application of nuclear explosions for peaceful purposes, which was largely based on the provisions of the NPT and the Final Declaration of the NPT review conference. (see page 60)

## **Chemical and biological weapons**

The use of chemical and bacteriological (biological) weapons is prohibited by the Geneva Protocol of 1925 (ratified by Canada in 1930), but efforts have been renewed to prohibit the production and possession of such weapons. It was agreed in the CCD in 1971 that it would be simpler to negotiate a separate bacteriological (biological) weapons convention before proceeding to the more complex negotiation of a comprehensive chemical weapons convention. The latter would be more difficult for several reasons — in particular the dual (military and civil) use of some chemical agents. Consequently, a separate bacteriological (biological) weapons convention was negotiated in the CCD in 1972. It was ratified by Canada in September of that year, and entered into



force in March 1975. Parties to the convention have undertaken to continue negotiations towards early agreement on measures for the prohibition of chemical weapons.

## Environmental warfare

Resolutions of the UN General Assembly in 1974 and 1975, supported by Canada, called on the CCD to reach early agreement on a convention to prohibit military or other hostile uses of environmental-modification techniques. This question was given a preliminary examination by experts in the CCD in August and Canada tabled a working paper that attempted to identify, and to make a preliminary assessment of, the military potential and feasibility of various ways of influencing the environment. Towards the end of the CCD's 1975 session, the United States and the Soviet Union tabled identical texts of a draft convention on this question. This draft will be considered in detail by the CCD in 1976.

## Conventional weapons

The International Committee of the Red Cross met in 1974 during the Diplomatic Conference on the Reaffirmation and Development of Humanitarian Law Applicable in Armed Conflicts, a conference of government experts on certain conventional weapons. This conference was the first attempt in many years by the international community to consider the prohibition of or restriction on the use of specific conventional weapons that might cause unnecessary suffering or have indiscriminate effects. Among the types of weapon considered at the conference were napalm and other incendiaries, high-velocity projectiles, and blast and fragmentation bombs. Another experts' conference is to be held early in 1976, and the reports of the two conferences will be presented to a session of the Diplomatic Conference that is to be held in Geneva in 1976.

Canada has sought to encourage the international consideration of this question, to ensure that governments were provided with complete information as to the nature, use and effects of such weapons, and to that end has participated actively in the conferences of government experts. Canada supported a resolution at the thirtieth session of the UN General Assembly calling on the Diplomatic Conference to continue its consideration of the use of specific conventional weapons, including

any that were excessively injurious or indiscriminate in their effects, and its search for agreement, for humanitarian reasons, on rules prohibiting or restricting the use of such weapons.

## Nuclear-weapon-free zones

Both in 1974 and 1975, particular prominence was given in the UN General Assembly disarmament debates to the question of nuclear-weapon-free zones. At the thirtieth session, nine of the 25 resolutions on disarmament dealt with the creation, strengthening and conditions for the establishment of such zones. Canada is strongly sympathetic in principle to the creation of nuclear-weapon-free zones where they are feasible and would promote stability, and when their provisions are fully consistent with the objectives of the NPT. However, Canada's positions on such proposals are determined on a case-by-case basis.

## Other measures

Other steps taken during 1975 by the UN General Assembly towards disarmament included the establishment of an *ad hoc* committee to review the role of the UN on this subject, a decision to update an earlier report on the economic and social consequences of the arms race, and a renewed call for reductions in military budgets. The Assembly also called for intensified efforts to promote disarmament negotiations and to ensure that resources freed by disarmament were used to promote economic and social development. The Assembly renewed for a further year the mandate of the *ad hoc* committee on a proposed world disarmament conference, requested the Secretary-General to strengthen the Secretariat's Disarmament Affairs Division, and noted that preparations were being made for a conference in 1977 to review the Seabed Treaty.

In addition, the Assembly adopted a resolution, sponsored by the Soviet Union, requesting the CCD to negotiate an agreement on the "prohibition of the development and manufacture of new types of weapons of mass

## Economic Affairs

destruction and new systems of such weapons". Canada supported the resolution but pointed out that its affirmative vote did not prejudge its position on the steps or agreements that might be most suitable for achieving the proposed objective, that Canada could not take decisions on the weapons that might be covered by such a ban until they had been clearly identified, and that examination of the Soviet proposal by the CCD should not detract from efforts to limit already-existing weapons of mass destruction.

A pervasive influence on international economic relations in 1975 was the increasing awareness of the economic interdependence among all countries of the world. As both developed and developing nations pursued their objectives of economic stability and development in a broad variety of international organizations and special conferences, it became increasingly evident that the fortunes of industrialized and less-developed nations were inextricably linked.

Efforts towards the bringing about of long-term international economic growth and stability have, therefore, also had as an important aim the improvement of the lot of the less-developed countries of the Third World. These efforts have taken various forms, including more extensive use of existing organizations, particularly the United Nations, as well as major new initiatives such as the Conference on International Economic Co-operation, the Tokyo Round of the Multilateral Trade Negotiations and the transactions of the Commonwealth Group of Experts.

Many of the initiatives pursued in 1975 were intended to facilitate dialogue — between East and West, North and South, producer and consumer, rich and poor. Throughout these discussions, the focus has increasingly shifted to the question of access — to markets, resources, technology and information. Canada has consequently played an active, and perhaps unique, role as an industrialized nation with a strong commitment to international economic development and, at the same time, a major importer and exporter of raw and finished products. It was appropriate, therefore, that Canada was named co-chairman of the Conference on International Economic Co-operation convoked in December 1975.

### International consultations

Discussions during 1975 in international economic forums were set within the context of modest economic recovery among the developed nations and expressions of growing concern for the establishment of mechanisms within the world trading system to meet more adequately the economic-development needs of the developing nations.

One of the main efforts during the year to foster sustained economic growth and, at the same time, a more imaginative approach to the problem of integrating the "less-developed" countries (LDCs) into world trade patterns



occurred during the early part of the Tokyo Round of Multilateral Trade Negotiations, which was held under the auspices of the General Agreement on Tariffs and Trade (GATT). In these negotiations a strong Canadian delegation of officers from the Departments of External Affairs, Industry, Trade and Commerce, and Finance, was established in Geneva and played an active part.

Canada also took part in the establishment and first meeting of a high-level group called the GATT Consultative Group of 18, comprising nine LDCs, seven developed countries (including Canada), one Mediterranean country and one socialist country. The task of the group is to monitor international trade developments in order to facilitate the carrying-out, by the Contracting Parties to the GATT, of their responsibilities, and in particular to forestall, whenever possible, sudden disturbances within the multilateral trading system and to deal with such disturbances if they occur. The Group of 18 is also co-ordinating developments between the GATT and the International Monetary Fund (IMF) with respect to trade aspects of the international adjustment process.

As a major exporter of wheat, Canada had a principal interest in negotiations in the International Wheat Council towards a new agreement on world trade in grains. Canada supported efforts to include a world reserves scheme as part of a balanced agreement with commercial safeguards, which would lead to improved access to protected markets and provide a solid basis for planning production. However, issues central to the conclusion of a new International Wheat Agreement were being dealt with to a great extent in parallel in the broader context of the MTNs in Geneva, and procedural problems in those talks precluded agreement in 1975.

At the end of July, Prime Minister Trudeau joined other world leaders in Helsinki for the official conclusion of the Final Act of the Conference on Security and Co-operation in Europe. The positive political climate created by this development, as well as the specific economic provisions of the document, should facilitate the development of Canada's economic relations with Europe, including the Eastern European countries.

## International issues

Investment issues received much attention in Canada and throughout the world. The first session of the UN Commission on Transnational Corporations was convened in March, with Canada playing an active role in the consideration of problems resulting from the operations of multinational corporations. Throughout the year, the Organization for Economic Co-operation and Development (OECD) worked on a package of investment issues dealing with guidelines for the good corporate conduct of multinational corporations, national treatment for foreign investors and international consultations on investment incentives and disincentives. Canada participated actively in the discussions on these subjects, which took place in many multilateral organizations.

At home, after some 18 months of experience with the screening of the takeover provisions of the Foreign Investment Review Act, the second part of the act came into force on October 15 to provide for the screening of proposals by non-eligible investors to establish new businesses or to expand into areas of unilateral activity.

Resource-policy issues remained in the limelight during 1975 and, while the memory of the 1972-74 supply problems for commodities was still fresh, new concern developed as prices declined and excess supplies accumulated for many commodities. At home, the mineral policy review continued, as well as the examination of proposals for the further upgrading of Canadian resources before they were exported.

International developments were centred on commodity trade problems, particularly in relation to a "new international economic order" as perceived by developing countries. Canada continued to play an active role in all major international forums that dealt with this issue, such as the UN family of organizations, the OECD, the IMF and meetings of Commonwealth organizations. An important new body, the Conference on International Economic Co-operation, was founded in December 1975 and, with a Canadian co-chairman, it will consider resource-policy questions in 1976 in its Commission on Raw Materials. Much work remains to be done in international resource policy, and in this respect a new atmosphere of co-operation, which is essential for progress, was apparent in 1975,



particularly at the seventh special session of the United Nations General Assembly (see page 37). While producer groups remained an important instrument of resource policy for some countries and an iron-ore exporters association, which Canada declined to join, was formed early in the year, there were several serious suggestions for organizing international meetings of producer and consumer countries to discuss problems of major commodities.

## Bilateral discussion

Canada's bilateral economic relations in 1975 were marked by continued extensive interaction with the United States over a broad range of issues, and by several positive steps in the development of relations with other trading partners. Trade, resource policy, energy and investment were issues highlighted in Canada's relations with the United States during the year, all of which had significance for the effort to reduce Canadian vulnerability to the preponderant influence of the U.S.

In the spring, Mr. Trudeau met again with leaders of the European Community to lay the groundwork for development of a "contractual link" that would strengthen Canada's economic relations with Western Europe. Before the end of the year, a plan for negotiations on such an understanding existed in outline; formal discussions were expected to begin early in 1976.

Several other initiatives were pursued. As a follow-up to the decision of the Prime Ministers of Japan and Canada to strengthen and broaden the relations between the two countries, it was agreed at the seventh Japan-Canada Ministerial Meeting that the two countries should seek to increase economic co-operation on a mutually-beneficial basis. A joint work program started in November identified the initial objectives the two countries would pursue. A new resident mission was opened in the Middle East during 1975 (another had been established the previous year), reflecting the degree of priority and economic importance accorded by the Canadian Government to this area of the world. The first meeting of the Canada-Iran Joint Economic Committee was held in July and identified priority areas in the Iranian development programs for joint co-operation. Negotiations for the conclusion of economic co-operation agreements and the establishment of joint economic committees were begun with Saudi Arabia and Iraq. A memorandum of understanding between Canada

and Saudi Arabia is to be signed when Mr. MacEachen visits Saudi Arabia early in January 1976. Discussions are under way with Iraqi authorities and the conclusion of agreements on trade and on economic and technical co-operation is expected in 1976.

Finally, the Cuba-Canada Joint Committee on Economic and Trade Relations was established, and met in Ottawa in September 1975. The meeting succeeded in identifying areas for Canadian industrial participation in projects related to the new Cuban Five-Year Plan.

## Energy

Energy supply and adjustment to higher energy prices were subjects of great concern both domestically and internationally in 1975. While Canada retained its position, unique among the major industrial countries, as an exporter of oil, uranium and coal, its dependence on significant imports of coal and petroleum continued. In fact, though Canada remained a net exporter of energy during 1975, the crude-oil import-export balance changed, with the import of substantially more crude oil into Eastern Canada than was exported to the U.S. from Western Canadian fields. Canada's significant stake in the international energy trade has resulted in sustained interest in international developments affecting its domestic price and supply situation and in efforts at broadening and deepening its bilateral relations with other countries that are major energy exporters or importers.

Canada also recognizes that, in an interdependent world where energy plays a major role in global economic well-being, important questions regarding future energy developments must also be asked in an international context. It has therefore continued to play an active role in the energy activities of the OECD, the United Nations, NATO and the newly-formed International Energy Agency (IEA). Canadian ratification in 1975 of the International Energy Program, the agreement that established the IEA under OECD auspices, as well as Canadian involvement in IEA activities in the areas of conservation and accelerated development of alternatives to hydrocarbon energy, were reflections of the increasing importance Canada attached to international energy co-operation. Through discussion and the exchange of information in these international bodies, Canada was able to

keep abreast of the latest developments that might affect its domestic fuel situation, while, at the same time, fostering among its trading partners a realistic appreciation of the extent of Canadian energy resources.

Canadian participation as co-chairman for the industrialized group in the ministerial meeting of the Conference on International Economic Co-operation (CIEC) in Paris in December 1975 was further evidence of the country's willingness to co-operate with others in the energy sector as in other important economic areas. In the intensified international economic dialogue launched by the CIEC, a Canadian objective will be to encourage development of stable energy supplies at fair prices through arrangements satisfactory to both producers and consumers of energy resources. If such a regime can be established, it will facilitate Canadian decisions on appropriate measures to secure Canada's energy supply.

## **Nuclear relations**

Interest in nuclear power for electrical generation continued to grow in 1975, resulting in a continually-rising international demand for uranium. Concurrently, the international community pursued the vital aim of putting a halt to the proliferation of nuclear-explosive technology.

Canada faced the challenges posed by these interrelated factors. While markets for CANDU reactor systems were energetically explored abroad, this country took the lead in strengthening the international safeguards related to the transfer of nuclear equipment, materials and technology. Negotiations were undertaken with a number of original customers, and some new ones, for Canadian nuclear exports, with a view to bringing safeguards into line with the high standard announced in 1974.

As one of the countries furthest advanced in applying nuclear power to the generation of electricity and to commercial uses in health and agriculture, Canada continued to support the efforts of the international community to foster the orderly growth of nuclear power for development purposes in such forums as the International Atomic Energy Agency. In 1975, Canada became a full-fledged member of the Nuclear Energy Agency of the OECD. Canada also participated in scientific exchanges on

nuclear matters at the multilateral and bilateral levels. It was also represented at many international technical symposia and conferences.

## **Telecommunications**

Throughout 1975, the Canadian Government continued to play an active role in international organizations concerned with telecommunications. Canadian delegations participated in such gatherings as the INMARSAT Conference of Governments and Panel of Experts in April and the Inter-Sessional Working Group on Maritime Satellites in October (both of which took place in London), the second Inter-American Telecommunications Conference, and the thirtieth session of the ITU Administrative Council, which met in Geneva in June.

Canada provided the chairman for the Standing Committee of the Commonwealth Telecommunications Council, which reviews, on a continuing basis, the implementation of the aims and the adequacy of the role and structure of the Council.

On the bilateral front, discussions were held with representatives of the United States on Loran C radio navigation programs, as well as issues raised by the Canadian Green Paper on computer communications.

Canada also took active part in three meetings of the Aerosat Council and four meetings of the Aerosat Space Segment Board, one of which was held in Ottawa, and at the meetings of the Council of the European Space Agency.

During 1975, Canada acted as host to the International Broadcast Institute Conference, held in co-operation with the CBC, the theme of which was the "Future Role of New Communications Systems".

In the scientific field, two experimental programs were conducted involving the Government of Canada, the Province of Quebec, and the Franco-German SYMPHONIE satellite system. These consisted of two "teleconferences" connecting Montreal CBC studios and the Salon Bourget in Paris, during which an information film on the STOL *Dash 7* was shown to French viewers.

Finally, understandings were concluded with several countries authorizing the exchange of messages by Canadian amateur radio operators on behalf of third parties during the period of the 1976 Olympics.



## **Air relations with other countries**

A new air agreement was concluded with Cuba. By an exchange of notes, the Canada-France Bilateral Air Agreement of 1950 was amended to add an air-route between Canada and the French Antilles. Eleven rounds of negotiations were held with such countries as Mexico, Barbados, Pakistan, Japan, France and Poland.

## **Transportation**

In 1975, the Canadian Government continued to be active in international organizations concerned with transportation. At the same time, it continued to seek bilateral arrangements with other countries to expand Canadian transport opportunities and exchange information in the areas of transport technology and management. Canadian delegations participated in all committees, as well as the Council and Assembly of IMCO.

## **Development assistance**

Canada's official development-assistance program continued to expand substantially in 1975, and disbursements reached a record level of approximately \$900 million.

Of major importance was the publication in September of the Strategy for International Development Co-operation, a blueprint for Canada's development co-operation policy for the period 1975-80. Two of the main objectives of the strategy are to increase the proportion of Canadian contributions to multilateral institutions, up to a maximum of about 35 per cent of the Canadian International Development Agency's total annual disbursements, and to concentrate more of Canada's bilateral program on countries at the lower end of the economic scale. Excluding food aid, contributions in 1975 to multilateral institutions, such as the World Bank, regional development banks and the UNDP, constituted 23.7 per cent of CIDA's total budget.

In fulfilment of its pledge at the World Food Conference in November 1974, Canada contributed one million tons of grains as food aid in 1975, the first year of a three-year commitment. A total of 400,000 tons was channelled multilaterally through the World Food Program, and most of the remainder was dispensed through CIDA's bilateral programs.

The administration of the Canadian development-assistance program is primarily the

responsibility of the Canadian International Development Agency. This is a separate organization that reports to Parliament through the Secretary of State for External Affairs. The Department, however, worked closely with CIDA and other government departments to elaborate policy and ensure co-ordination with other Canadian foreign policy interests. Canadian posts in the developing countries also made available additional manpower resources to share in the responsibility for administering the program.

## **Economic relations with developing countries**

The year 1975 was noteworthy, both internationally and in Canada, for its record of activity on non-aid questions relevant to Canada's relations with developing countries.

Canada was an active participant in the successful seventh special session of the United Nations General Assembly, which was convened in September in New York to discuss all aspects of international economic development. Subsequently, Canada was chosen co-chairman of the Conference on International Economic Co-operation held in Paris. Canada is a member of the OECD High-Level Groups on North-South Relations and on Commodities, and a Canadian is serving on the Commonwealth Group of Experts on the New International Economic Order. A Canadian delegation participated actively in the Conference of the United Nations Industrial Development Organization in Lima, Peru. Trade, financial questions and other aspects of Canada's economic relations with developing countries were discussed in various bodies, including the International Monetary Fund, UNCTAD, the Commonwealth and, once again, the World Bank and regional development banks.

Canada continued to implement its system of generalized tariff preferences, designed to improve access for the products of developing countries to Canadian markets. Additional measures to liberalize trade in agricultural products were adopted in the context of the Multilateral Trade Negotiations in Geneva.

Canada also continued to play an active role in commodity consultations in the UNCTAD-FAO context, and participated in the negotiations of new commodity agreements on cocoa, tin and coffee.



Canada's activities were reflected within the Canadian Government by the formation of the Interdepartmental Committee on Economic Relations with Developing Countries, under the chairmanship of the Under-Secretary of State for External Affairs.

## Science and environment

The Department of External Affairs co-ordinates Canadian foreign policy in the realms of science, technology and the environment. On the domestic level, the Department collaborates with other federal departments, with the provincial governments and with private institutions. On the international level, it is responsible for bilateral scientific and environmental relations and for Canadian involvement in certain multilateral technical agencies of the UN, NATO, the Commonwealth and the Organization for Economic Co-operation and Development (OECD). In 1975, Canada was specially interested in formulating policies for applying the results of the Helsinki Conference on Security and Co-operation in Europe (CSCE) to its international scientific, technological and environmental relations.

## Science and technology

Canada continued in 1975 to devote attention to international technical organizations, in particular the Specialized Agencies of the UN, and technical groups within NATO and the OECD. Canada participated in the April meeting of the Intergovernmental Working Group of the UN's Committee on Science and Technology for Development (CSTD), which discussed preparations for a proposed global conference on science and technology. Canada attended an October meeting of the NATO Science Committee in Reykjavik and a June ministerial meeting of the OECD's Committee on Scientific and Technology Policy (CSTP) in Paris. In September, Canada participated in the fourth session of the Senior Advisers on Science and Technology to Governments of the UN's Economic Commission for Europe (ECE); of special interest at this session were discussions on proposals for the implementation of the Final Act of the CSCE.

During 1975, Canada continued to participate in international activities aimed at harnessing space technology, taking part in the

eighteenth session of the UN Outer Space Committee and signing the UN Convention on the Registration of Objects Launched into Outer Space. Canada was granted observer status before the European Space Agency and its International Relations Advisory Group. Canada renegotiated an agreement with the United States on the Earth Resources Technology Satellite (ERTS), and agreement was reached between the National Research Council (NRC) and the United States National Aeronautics and Space Administration (NASA) on the development in Canada of the remote manipulator for the NASA space shuttle. An inter-agency agreement was also negotiated between EMR's Canada Centre for Remote Sensing and France's Centre national des Etudes spatiales.

Scientific and technological relations with the United States are generally conducted on an informal basis, directly between the institutions or agencies concerned. The Department is called upon only in special situations where a foreign policy element exists or where there is a direct link with the Canada-U.S. relationship. Mention has already been made in this connection of co-operative programs in space technology. In the past year, we have seen the continuation of co-operation between Canada's Pacific Research Ocean and Aquatic Affairs Centre and the U.S. National Oceanic and Atmospheric Administration's Pacific Marine Center on tide and current studies in the Strait of Juan de Fuca and adjacent areas. Canada's participation in the U.S. Global Air-Sampling Program has continued, as have U.S.-Canadian experiments co-ordinated through the Polar Continental Shelf Project; and joint research in fisheries, investigation of coastal waters and Great Lakes experiments has continued. In addition, joint research projects on Canadian territory have been facilitated — in Western Canada (where there has been a NASA study of the stratosphere involving high-altitude investigations) and in the North (where a joint barium-ion cloud experiment has been conducted in the magnetosphere in the area of the north magnetic pole).

Scientific exchanges between Canada and China continued. Chinese experts in permafrost engineering, biological insect control and fisheries research visited Canada, while Canadian missions interested in veterinary medicine, seismology and forestry science visited China. A month-long study visit by a Canadian

delegation expert on limb-and-digit reimplantation and burn-therapy was rescheduled to February 1976.

Within the framework of relations between Canada and the Federal Republic of Germany, the third meeting of the Joint Scientific Commission was held in Ottawa in November. This meeting reviewed the main areas of science and technology in which Canada and the F.R.G. were co-operating: marine science and technology, geophysical sciences, the environment and data-processing.

The highly-productive relation with France continued in 1975. There were more extensive exchanges of research workers between the two countries, involving such areas as agriculture, communications, environment, health and energy. A major mission from Canada visited France in February to discuss information sciences and communications; based on the findings of this mission, discussions will take place between Canada's Department of Communications and France's PTT (Postes, Téléphone et Télégraphe), covering fields such as cablevision, switching and the economic and sociological aspects of communications. A mission from France's Ministère de l'Équipement visited Ottawa in September to discuss collaboration with the Department of Urban Affairs; an agreement was reached, to be signed in February 1976, covering the fields of urban research, land-management policy, new communities and management of public open spaces. Similarly, a French mission visited Canada in the continuing program of technical exchanges on national parks policy.

Within Canada's general exchanges agreement with the Soviet Union, a mixed commission met in Moscow in November to develop the 1976-77 program of science and technology exchanges. This will include exchanges in oceanography and continued joint visits by Soviet and Canadian scientists within the framework of the NRC-U.S.S.R. Academy of Science Agreement.

A mixed commission of Canadian and Belgian representatives met in September in Ottawa to discuss co-operation in science and technology, selecting the following priority themes: applied research and technology, data-processing, health policy, agriculture and information technology.

Canada's embryonic science and technology exchange program with Japan took a long step forward in 1975. In May, Canadian and

Japanese officials met in Tokyo to agree on the first major series of exchanges. This will include joint research and development of off-shore structures, exchanges in environmental studies and co-operative activities in space technology. In addition, an agreement between the NRC and the Japanese Society for the Promotion of Science was signed to permit exchanges of scientists and researchers.

The provinces have been kept informed of these activities, and some have participated by attending bilateral meetings or submitting projects of special interest to them.

## Environment

Canada is involved in international activities concerning the environment, chiefly through an active participation in the UN Environment Program (UNEP), the UN Economic Commission for Europe (ECE) and the multilateral environmental programs of the OECD and NATO.

Canada strongly supported the creation of UNEP, and through membership in the Governing Council continues to play an active role in the organization and in the operations of the Environment Fund the Council administers. Important among the first programs of UNEP has been its support for *Habitat* — the UN Conference on Human Settlements, to be held in Vancouver from May 31 to June 11, 1976. At *Habitat*, nations will meet to exchange ideas generated and experience gained in solving the growing problems of human settlements, and to consider the man-made environment in its physical, social and economic aspects. This will be the first major UN conference to be held in Canada, and the first to employ audio-visual techniques in its proceedings. As host country, Canada has played a leading role in the preparations for *Habitat*.

Canada became a full member of the Economic Commission for Europe in May 1973, at a time when the environmental work of the Commission had been accorded greater importance through the formation of a subsidiary body, the Senior Advisers to the ECE Governments on Environmental Problems. The ECE provides a valuable forum for the exchange of environmental information and experience among industrialized nations with differing political systems. This aspect of the ECE's role might be enhanced as a result of the Final Act of the CSCE.



## International Law

Canadian experts and officials have continued to participate in the environmental activities of the OECD and the NATO Committee on the Challenges of Modern Society (CCMS). In the OECD, Canada — with the United States — initiated an important study on the effects of fluorocarbons on the ozone layer. In NATO-CCMS, one of Canada's important contributions for 1975 was the launching of a pilot project on food and health.

As part of Canada's expanding relations with Europe, discussions have proceeded with the EEC on co-operation and exchanges of information on scientific and environmental matters. In November 1975, letters on environmental co-operation were exchanged in Brussels between Canada's Ambassador and the Vice-President of the Commission, establishing a formal framework for co-operation in that area.

In the sphere of international law, the Department, through its Legal Bureau, has two principal and complementary functions. It provides a general advisory service to the Government and the public on international law, including information and advice on treaties to which Canada is a party or in which there is a Canadian interest. Of increasing importance in current relations among states are the numerous international meetings held to codify existing law or formulate new law in areas previously not subject to it. The Bureau acts as the operational arm of the Government in the development and maintenance of international law. The following were among the areas in which the Department sought during 1975 to advance Canadian interests through the enhancement of the role of international law.

### Law of the sea

Because of the number of important interests Canada has at stake in regard to fisheries, off-shore minerals and protection of the marine environment, the Government attaches high priority to the successful and speedy conclusion of the Third United Nations Law of the Sea Conference. Canada has been working energetically towards approval by the international community of a comprehensive treaty that will regulate the use of the oceans in a way that will be equitable, workable and responsive to current needs and realities.

At its first substantive session, in Caracas in 1974, the conference established the basis for a new legal regime for the oceans: the 200-mile "economic zone" for the area of national jurisdiction and the "common heritage of mankind" applicable to the international seabed area. At its second substantive session, in Geneva from March 17 to May 9, 1975, the conference concerned itself with giving substance to these innovative ideas. Because of the large number of countries participating (135) and the many complex and interrelated subjects on its agenda, the conference was not able to complete work on the long-awaited treaty, although considerable progress was made.

Much of this progress was achieved not so much in the three plenary committees of the conference as in the many informal working groups that sprang up. For example, when the Second Committee was unable to come to grips with some of the most difficult jurisdictional



questions facing the conference, the "Evensen Group" became an effective informal negotiating forum. This body brought together about 40 representatives, including Canada's chief negotiator, J. Alan Beesley, under the chairmanship of the Norwegian Minister for the Law of the Sea, Jens Evensen. The Evensen Group was able to produce texts acceptable to a large number of delegates on the economic zone, fisheries jurisdiction and the continental shelf.

Under the draft articles worked out by the Evensen Group, the coastal state's economic zone would extend beyond its 12-mile territorial sea to a distance of 200 miles from the coastline. Within this area, the coastal state would enjoy sovereign rights over living and mineral resources and other rights to protect the marine environment and control marine scientific research. On fisheries jurisdiction, the draft articles reflected the emerging consensus at the conference concerning the powers the coastal state would exercise. The coastal state would have the right to set total allowable catches for stocks found in its zone and the right to reserve for its own fishermen all the fish they have the capacity to harvest. Fish that are surplus to the needs of the coastal state will be allocated to foreign fishing fleets, which will be permitted to fish in the zone under the control of the coastal state.

Based on the consensus developing at the conference on the régime of fisheries jurisdiction, Canada has undertaken a series of bilateral negotiations with a number of countries whose fleets fish off its coasts — such as Norway, Spain, the U.S.S.R., Poland and Portugal — in order to establish the terms and conditions of their continued fishing within the anticipated 200-mile zone. An agreement was signed with Norway in December and the negotiations with the other countries continue.

The First Committee devoted its attention to the international seabed area, regarded by the UN General Assembly as constituting the "common heritage of mankind" and, more specifically, to the conditions for exploitation of the international seabed's mineral resources — that is, nodules rich in copper, nickel, cobalt and manganese. At the Geneva session a serious divergence of views developed between the technologically-advanced and the developing countries. The latter supported the principle of giving the proposed International Seabed Authority extensive control over the management and exploitation of the zone's

resources, while the former favoured a system that would grant safeguards to developers against decisions of the Authority that might impede exploitation activities. One way that was discussed of bridging the gap would be for the developers and the future Authority to enter into joint-venture contracts.

The Third Committee continued work begun in Caracas on an "umbrella" chapter covering all aspects of marine pollution and serving as an organic link between the various specific conventions now in force or that might be agreed upon in the future. The Committee agreed on essential aspects of the monitoring of activities likely to cause pollution, environmental assessments of proposed activities, the obligations of states regarding marine pollution from activities undertaken on land or on the continental shelf, and the dumping of wastes at sea.

Faced with the impasse in the Second Committee and wishing to preserve the positive results achieved in the Evensen Group, the conference entrusted the chairmen of the three committees with the task of preparing a series of articles to serve as a basis for future negotiations. These articles were embodied in a "Single Negotiating Text" distributed at the very end of the session.

From the Canadian point of view, the Single Negotiating Text was satisfactory in many respects. It incorporated the articles elaborated by the Evensen Group on the economic zone and fisheries jurisdiction. It also included an article relating to salmon that recognizes the primary interest and responsibility of the state in whose rivers these fish originate. There was also a chapter reaffirming the coastal state's sovereign rights over the resources of its continental shelf, even when the continental margin extends beyond the 200-mile limit (as it does off the Atlantic coast of Canada). As an equitable element to benefit the developing countries, the chapter provided that the continental-shelf state shall share with the international community part of its revenue accruing from the exploitation of the continental shelf extending beyond the 200-mile limit. With respect to marine pollution, the Single Negotiating Text provided that the coastal state may, in exceptionally vulnerable areas in its economic

zone, where navigation is hazardous and the ecological balance particularly sensitive (as in Canada's ice-infested Arctic waters), adopt and enforce its own anti-pollution laws and regulations.

Although the Single Negotiating Text represented a major "negotiating" step forward, a number of its most important parts, however, remain to be "negotiated". Further work and balancing are needed so that the whole treaty will represent an equitable and effective "package". The chapter, for example, on straits used for international navigation was vague in scope and the rules of passage it proposes were too complex. Moreover, there were many contradictions among the various articles dealing with the protection of the marine environment and marine scientific research. No agreement was reached on the key question of the powers to be given coastal states to adopt and enforce their own standards on pollution by vessels of their territorial seas and economic zones. In spite of its weak points, however, the Single Negotiating Text has served as a useful working instrument in the intersessional consultations leading up to the session of the conference in New York from March 15 to May 7, 1976.

## Environmental law

At the multilateral level, Canada ratified the 1972 Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter, which came into force on August 30, by depositing its instrument of ratification on November 13. The implementing legislation was proclaimed on December 13. The convention aims at controlling the pollution of the sea through the dumping of waste by setting up a permit mechanism, where such dumping is authorized, and by establishing a list of wastes that are totally prohibited.

At the organizational meeting that took place in London from December 17 to 20, the Inter-governmental Maritime Consultative Organization (IMCO) was designated as the competent body to perform secretariat duties under the convention and the UN Environment Program (UNEP) was requested to provide appropriate assistance, as required by IMCO or meetings of the contracting parties, in the implementation of the convention. A consultative meeting of the parties is to take

place in 1976 to set up rules of procedure and a settlement of dispute procedures.

The Governing Council of UNEP, at its third session, from April 17 to May 2, requested its Executive Director to establish an intergovernmental working group of experts to prepare draft principles of conduct for the guidance of states in the conservation and harmonious exploitation of natural resources shared by two or more states. Canada was asked to participate in the working group, which was to hold its first meeting in January 1976. Creation of this working group on shared natural resources stems from the failure of the Stockholm Conference in 1972 to include in the Stockholm Declaration a provision concerning the duty of states to notify and provide information to other states regarding activities that could have extraterritorial effects adversely affecting the environment. This subject was discussed in the UN General Assembly, which adopted a resolution (3129-XXVIII) setting out a "duty-to-consult principle", and requesting UNEP to take those principles into account and report on measures adopted for their implementation.

At the bilateral level, discussions between Canadian and U.S. authorities continued on the Garrison Diversion Unit, an irrigation scheme that would divert the waters of the Missouri River to irrigate a quarter of a million acres in North Dakota. On the basis of studies conducted in both countries, the Canadian Government concluded that, if the project were completed according to present plans, it would have adverse effects on Canadian portions of the Souris, Assiniboine and Red Rivers and on Lake Winnipeg. This could constitute a contravention of Article IV of the Boundary Waters Treaty of 1909, under which both countries have an obligation not to pollute boundary waters or waters flowing across the boundary to the injury of health or property on the other side. On October 22, a joint reference was presented to the International Joint Commission asking it to "make recommendations as to such measures, modifications or adjustments to the Garrison Diversion Unit as might be taken to assist governments in ensuring that provisions of Article IV of the Boundary Waters Treaty are honoured". The IJC was also asked to complete its investigation and submit its report no later than October 31, 1976.



On the West Coast, the threat to the environment posed by the prospective intensification of tanker traffic in the Puget Sound area was the subject of continuing discussions. In part these were aimed at assessing the adequacy of the remedies available to Canada under the provisions of the Trans-Alaska Pipeline Authorization Act. A recent development in this case was the introduction in Congress by the U.S. Administration on July 9 of a Comprehensive Oil Pollution Liability and Compensation Act, which would supersede the liability and compensation provisions of the Trans-Alaska Pipeline Authorization Act.

An agreement between Canada and the U.S. relating to the exchange of information on weather-modification activities was signed on March 26 in Washington. The agreement provides for an exchange of information on weather-modification activities in the territory of one of the countries that are likely to affect the territory of the other, and requires prior notification and consultation with regard to activities carried out by either of the two federal governments that are likely to have an effect within the territory of the other. A review-and-amendment mechanism has also been provided to enable new development in the technology of weather modification, which is now in a somewhat rudimentary state, to be reflected in the agreement.

## **International fisheries**

In future years, 1975 may well be viewed as an important turning-point in the progress of Canadian initiatives to establish a new international regime for the conservation and management of the living resources of the oceans. In addition, significant success was achieved in obtaining urgently-required new conservation measures to protect depleted fish stocks off Canada's Atlantic coast.

At the 1975 session of the Law of the Sea Conference, it became clear that a consensus was emerging favouring the establishment of a 200-mile economic zone, within which the coastal state would have sovereign rights of management and conservation over the living resources, coupled with an obligation to ensure the full utilization of these resources — i.e., the coastal state would allow other states to have access to the portion of these resources that was surplus to its requirements.

Diplomatic initiatives, taken in co-operation with the Department of the Environment (Fisheries), resulted in decisions by the International Commission for the Northwest Atlantic Fisheries (ICNAF), at meetings in Edinburgh and Montreal, to bring about a sizeable reduction in foreign fishing in waters off Canada's Atlantic coast.

Following the consensus now emerging from the Law of the Sea Conference, Canada has undertaken a series of bilateral negotiations with major fishing nations operating off its coasts to develop long-term arrangements regarding their continued presence in areas to be brought under its anticipated extended-fisheries jurisdiction. In the latter part of 1975, both a short-term agreement with the U.S.S.R. and a long-term agreement with Norway were concluded, and negotiations were also held with Spain, Portugal and Poland.

Bilateral and multilateral discussions were held on various other fisheries matters in the course of the year, including the renewal for a further year of the Canada-U.S. Reciprocal Fisheries Agreement, and the renewal of two bilateral agreements with the U.S.S.R. pertaining to the West Coast fishing operations of the Soviet fleet.

## **International economic law**

The impetus given to the general subject of a "New International Economic Order", first at the sixth special session of the UN General Assembly and then at the twenty-ninth regular session in 1974, was carried over during 1975, not only at the seventh special and thirtieth regular sessions but also throughout the UN family of organizations, including such bodies as ECOSOC, UNCTAD, UNCITRAL and UNIDO. And, although 1975 may appear to have been less fertile in the production of resolutions and other documents enunciating principles of general application to the formulation of the New International Economic Order, the discussions of the vast array of underlying issues — such as control over natural resources, foreign investment, transfer of technology, industrial development, activities of transnational corporations and intellectual and industrial property — continued undiminished. More particularly, discussions of the legal framework within which to inscribe the transformations implied by the conception of a



New International Economic Order were, in fact, intensified.

One area where attempts at a redefinition of the basic rules were actively pursued in the course of the year was that of transnational corporations. These efforts included work within UNCTAD to elaborate a code of conduct for the transfer of technology. As the result of recommendations contained in the 1974 report of the Economic and Social Council's "Group of Eminent Persons" on multinational enterprises, there was established a UN Commission on Transnational Corporations and a UN Centre on Transnational Corporations, the work of which is expected to deal with a number of the legal issues that arose at the time of the elaboration of the Charter of Economic Rights and Duties of States, including treatment by host countries of foreign investment, nationalization, sovereignty over natural resources and the right of espousal. The Commission's work may include the elaboration of a code of conduct for TNCs. Whether such a code of conduct should be legally binding and should be of universal application are two issues on which a consensus appears unlikely at this stage. Similar work is also in progress within UNCTAD in relation to the elaboration of a code of conduct for the transfer of technology. Here again, the legal nature of such a code is under discussion. Although primarily aimed at governments, this latter code would, in fact, also regulate to a large extent the activities of TNCs.

In the realm of intellectual and industrial property, the developing countries are also promoting, as a necessary part of any readjustment in the broad field of international economic law, either the creation of new instruments that would favour their access to the technology needed to improve their economic conditions or modifications in existing international instruments governing that general field — such as, for example, the Paris and Berne Conventions. UNCTAD is also currently conducting a study on the role of the patent system in the transfer of technology.

## **Nuclear law**

The negotiation and updating of nuclear-safeguards agreements with present and prospective customers for Canadian nuclear equipment, material and technology was a priority task in 1975. These negotiations involved the implementation of the

Government's enhanced safeguards policy, announced at the end of 1974, which goes beyond the requirements imposed upon Canada as a party to the Nuclear Non-Proliferation Treaty (NPT).

The ultimate objective of the policy is, of course, to prevent equipment, material and technology supplied by Canada from being used for the development of a nuclear-explosive capability. Events during 1975 highlighted the key role of enrichment and reprocessing facilities in the development of nuclear explosives. As a result, Canadian safeguards negotiations laid particular emphasis on control over reprocessing and enrichment by prospective recipients, as well as on the safeguarding of equipment or material produced by means of Canadian technology.

There was also a growing concern during 1975 about the possibility of nuclear theft. Reflecting this concern, Canada encouraged development by the International Atomic Energy Agency of recommendations regarding the physical security to be used in the protection of nuclear equipment and in the handling of nuclear material in transit. Canada has included an obligation to comply with these recommendations in its latest safeguards agreements.

In multilateral negotiations to upgrade the level of international safeguards, Canada has participated in discussions to ensure that all nations supplying nuclear material, equipment and technology adhere to a uniform minimum standard of safeguards, and do not make safeguards requirements an element of commercial competition. Considerable progress towards this goal was achieved during 1975. At the same time, Canada has advocated that safeguards be made applicable to all peaceful nuclear activities of recipient states, rather than just to imported material and equipment. This is the regime applicable to non-nuclear-weapons states that are parties to the NPT, and is clearly both the most effective way of applying safeguards and the most efficient way of using the limited safeguards resources of the International Atomic Energy Agency. Although this approach has not yet been accepted by all nuclear suppliers, its desirability as an objective to be striven for is reflected in the Final Declaration of the NPT Review Conference, which took place in 1975. Canadian efforts to secure broader international acceptance of this principle continue. (see page 48)

## Outer-space law

The development of outer-space law is carried out principally under the aegis of the United Nations, in the 37-member Committee on the Peaceful Uses of Outer Space and in its legal subcommittees. Canada takes an active part in the annual talks of these bodies, and has, in fact, been responsible for the introduction of a number of draft agreements.

Following the adoption in 1974 of the Convention on Registration of Objects Launched in Outer Space, the legal subcommittee turned its attention in 1975 to three priority subjects: a draft treaty concerning the moon, the legal implications of "remote sensing" of the earth, and the elaboration of principles to govern direct broadcasting by satellites.

Work on the treaty concerning the moon has made little subsequent progress. This draft, a Soviet initiative submitted in 1971, is the object of much disagreement, particularly between the developing countries and the space powers, over lunar resources. The central issue, concerning the future exploitation of these resources, is how to reconcile the notion, maintained by the former, that the moon's resources are part of the "common heritage of mankind" with the proposal of the latter that proprietary rights on the moon be shared by exploiting states.

The study of the legal implications of remote sensing of the earth by satellites is also a subject that arouses widely-divergent views, chiefly concerning the right of a "sensed" state to withhold its consent to being "sensed", and the right to exercise proprietary control over data obtained by remote sensing of its own territory. Canada, while re-examining its position on remote sensing in the light of new developments and further technological progress, continues, nevertheless, to support the adoption of principles that would allow the maximization of the benefits of remote sensing for the international community and protect the states affected against any exploitation of data obtained that would interfere with their sovereign interests.

On the other hand, an agreement is shortly to be drawn up on the principles governing direct broadcasting by satellites. In fact, the working group of the Outer Space Committee on direct broadcasting has succeeded in reconciling the protection of the sovereign interests of states with the need to allow the

international community as a whole to benefit from the advantages of direct broadcasting by satellites. Canada has played a leading role in this respect. The text upon which the legal subcommittee has depended is based broadly on principles jointly advanced by Canada and Sweden. The Canada-Sweden working paper, which has served as the basis for discussion in each of the five sessions of the working group and the fourteenth session of the legal subcommittee, offers a realistic and balanced solution to the various problems such a subject could pose, such as the definition and legislation of the technical "spill-over" that is an inevitable result of these broadcasting systems, the question of prior consent, and the right of participation of the recipient states.

The results of the efforts of the committees and the legal subcommittee over the last 15 years are impressive. Already four conventions on outer-space law have emerged from these committees: the Treaty on Outer Space of 1967; the Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return of Objects Launched in Outer Space, of 1968; the Convention on International Liability of 1972; and the Convention on Registration of Objects Launched in Outer Space, adopted by the United Nations in 1974. These last three conventions were ratified by Canada in 1975.

## International humanitarian law in armed conflicts

The Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts held its second session in Geneva from February 3 to April 18. As at the first session in 1974, experts from the Department and from the Office of the Judge Advocate General participated in the conference, the task of which was to adopt two draft additional protocols, designed to reaffirm and update the 1949 Geneva Conventions. Drafts of these protocols, prepared by the International Committee of the Red Cross, had previously been the subject of two conferences of government experts, in 1971 and 1972.

Unlike the first session, which had become unduly involved in establishing rules of procedure and in forming draft committees, and had succeeded in adopting only seven articles, the second session proved a success. More than 70 articles in the two draft protocols were discussed and adopted in working committees,



generally through consensus. The Canadian delegation found particularly encouraging the progress achieved in the study of Protocol II, since the adoption of a different protocol to cover situations of non-international armed conflict constitutes a major Canadian objective in this conference. This is, in fact, the only means of ensuring the application of international standards of humanitarian law to the greatest number of victims of armed conflicts in the present day.

The participation of 121 states and nine national-liberation movements in the conference demonstrates the importance the international community attaches to its successful outcome. In 1976, the development of international humanitarian law will be pursued in Lugano and Geneva. Government experts will meet a second time in Lugano in February to discuss conventional weapons, in preparation for the third session of the Diplomatic Conference, opening in Geneva on April 21 with the task of completing the formulation of draft additional protocols.

## **Privileges and immunities**

On March 13 a UN plenary conference in Vienna, in which Canada took part, adopted the Vienna Convention on the Representation of States in their Relations with International Organizations. This convention, which is the last of a series of international conventions in the field of diplomatic privileges and immunities, seeks to establish the privileges and immunities to be accorded to permanent missions accredited to international organizations and the privileges and immunities of delegates to international conferences. (The related conventions are the 1961 Vienna Convention on Diplomatic Relations, the 1963 Vienna Convention on Consular Relations and the 1969 New York Convention on Special Missions.)

At the conference, divisions emerged between the traditional host states which, generally speaking, wished the convention to provide satisfactory safeguards against the abuse of privileges and immunities, and other states, which sought a maximum of privileges and immunities for their delegations to conferences. The latter group used its voting strength to eliminate or weaken those provisions that afforded to host states safeguards similar to those enjoyed by receiving states in bilateral diplomacy. The result is a convention that is

largely unsatisfactory from the host-state point of view, which Canada was not able to support in Vienna.

## **CSCE**

The Bureau of Legal Affairs continued in 1975 to take an active interest in the legal aspects of the Conference on European Security and Co-operation, particularly in the continuing efforts of the conference to elaborate a set of principles to serve as a guide upon which relations among European states could be based. These principles are: sovereign equality, respect for the rights inherent in sovereignty; refraining from the threat or use of force; inviolability of frontiers; territorial integrity of states; peaceful settlement of disputes; non-intervention in internal affairs; respect for human rights and fundamental freedoms, including the freedoms of thought, conscience, religion and belief; equal rights and self-determination of peoples; co-operation among states; and fulfilment of obligations under international law.

In terms of international law these principles are not new, for they can be found in earlier international instruments such as the UN Charter and the UN Declaration of Principles of International Law Concerning Friendly Relations Among States. However, the aim of the conference was to elaborate these principles in a European context, so that they might serve as guidelines for relations among the participating countries. (see page 16)



# III Foreign Policy Co-ordination

## Interdepartmental Committee on External Relations

The Interdepartmental Committee on External Relations (ICER) consists of the Under-Secretary of State for External Affairs as chairman and the Deputy Ministers of the Departments of Industry, Trade and Commerce, Manpower and Immigration, and Public Works, the President of the Canadian International Development Agency, the Secretary to the Cabinet and the Secretary of the Treasury Board as members. The Committee was established in May 1970 to advise the Government, through the Secretary of State for External Affairs, on such matters as the formulation of broad policy for foreign operations, the harmonization of departmental and agency "country" plans, the allocation of resources for the conduct of programs abroad, program implementation, the recommendation of heads-of-post appointments, and personnel policies for foreign operations. The Committee is served by a secretariat staffed by representatives of the major departments and agencies responsible for foreign-operations programs. To assist it in dealing with a wide range of problems, the ICER is aided by several subcommittees, including the Ad Hoc Subcommittee and the Personnel Management Committee.

During 1975, the ICER continued to pursue policies and to develop procedures designed to achieve the Government's objectives with regard to the development of more effective and efficient foreign-operations programs and activities. In exercising its mandate, the Committee was guided by the Government's aims and priorities in formulating a global statement of Canadian operations programs. Moreover, in planning for the future it was particularly cognizant of these goals and priorities and of the need for restraint and anti-inflationary measures.

The major mechanism used in the planning, development, implementation and evaluation of the Government's foreign-operations programs is the ICER Country Programming System. This involves the formulation by departments and agencies of Canadian program objectives for each post and their harmonization into "country objectives", the annual preparation by the posts of their plans of action to achieve these objectives and the consideration of these plans by various geographical and functional interdepartmental committees. In addition to examining the overseas program plans of departments and agencies, the interdepartmental

committees recommend resource allocations. These committees are composed of representatives from more than 20 federal departments and agencies that are either responsible for the implementation of foreign-operations programs or activities or have a major interest in such programs.

In the fiscal year 1975-76, through the Country Programming System, financial and human resources were allocated to some 13 programs in over 140 countries or territories and 34 major international institutions. In general, Canadian foreign-operations programs are implemented by a network of 121 Canadian embassies, high commissions, consulates, permanent delegations and offices located in 78 countries or territories. The overseas network is composed of approximately 1,650 program employees from over 20 federal departments and agencies and 3,250 support personnel, administered primarily by External Affairs. Of those, approximately 1,220 were Canada-based officers, the balance consisting of 2,730 locally-engaged employees and 945 Canadian administrative and support services personnel.

## Federal-Provincial Relations

The following table outlines the 1975 distribution of posts and program personnel abroad by geographical region:

Geographical region	Number of Canadian Posts/Missions/offices	Number of Countries and Institutions Involved	Number of Program Personnel in FY 1975/76
Africa and the Middle East	25	61	205
—English-speaking Africa	9	23	69
—French-speaking Africa	10	21	68
—Middle East	6	17	68
Asia and the Pacific	17	26	253
—East Asia	3	8	51
—Pacific	10	12	147
—South Asia	4	6	55
Europe	37	36	605
—Eastern Europe	5	8	62
—Northwestern Europe	10	8	323
—Western Europe	22	20	311
Western Hemisphere	34	36	517
—Caribbean	4	9	58
—Latin America	11	21	133
—United States of America	19	6	326
International institutions	8	17	65
<b>TOTAL:</b>	<b>121</b>	<b>176</b>	<b>1,645</b>

(1) Countries with which Canada has diplomatic or consular relations and major international institutions (e.g. the United Nations and its Specialized Agencies, the regional development banks, the UN regional economic commissions).

(2) These figures include all employees abroad of all federal departments and agencies except: those working for or on loan to international institutions; Canadian Armed Forces personnel on operational duty in NATO and with United Nations peacekeeping operations; and personnel overseas from Crown Corporations and other government commercial or proprietary agencies (e.g. AECL, Air Canada, NFB, CCC, CBC).

The program staff abroad devoted their time to the various foreign programs as follows:

Program	Percentage distribution of program staff in FY 1975/76
Consular	5%
Customs and excise administration	1%
Defence relations*	6%
General relations	15%
International development assistance	6%
Manpower and immigration	17%
Police liaison	2%
Public affairs	9%
Science, technology and environment	1%
Tourism	5%
Trade and industrial development	23%
Transport, communications and energy	1%
Other	9%
<b>TOTAL:</b>	<b>100%</b>

\*Excludes Canadian Armed Forces personnel engaged in operational activities, such as Canada's contingent in NATO and Canadian forces with UN peacekeeping operations.

The Department's Federal-Provincial Co-ordination Division was established a decade ago to strengthen and expand the capacity of the Canadian Government to encompass the growing international dimension of federal-provincial relations and to facilitate the legitimate international activities of the provinces.

The division seeks to co-ordinate the activities of other departmental divisions, of Canadian posts abroad, and of other federal departments and agencies, to ensure that Canada's international policies fully reflect its federal character. The division tries also to maintain close, regular liaison with provincial officials in order to keep itself informed of provincial aims, aspirations and policies relating to the international questions that concern provincial governments. It seeks as well to develop more effective means for increasing consultation with the provinces on the many aspects of international activities that concern both them and the Federal Government. To ensure liaison, its officers travel regularly to provincial capitals to exchange views with local government officials.

The Department provides a wide range of services to the provinces. It makes available to them its telecommunications network, as well as the facilities and services of Canadian posts abroad. It also maintains a system for the regular distribution to the provinces of general information and documentation on the international aspects of questions of provincial concern. The Federal-Provincial Co-ordination Division ensures that all provincial documents on international matters are forwarded to the responsible authorities in Ottawa. It facilitates provincial contacts with foreign governments on matters lying within the internal responsibility of the provinces and ensures provincial representation on Canadian delegations to international conferences.

In 1975, the division expanded the Information Flow and Consultation System to Alberta and Saskatchewan. This system was instituted in response to the increasing requirement of the provinces for a better "information base", both qualitatively and quantitatively, in order to keep abreast of developments in the United States that have "interface" significance in areas of importance to the provinces. It conveys information and

analyses originating in the provincial-interests section of the Canadian Embassy in Washington to the participating provinces.

In facilitating arrangements for visits abroad by provincial officials, the division provided in 1975 assistance for the following visits (among many others): Premier Hatfield of New Brunswick to Japan, Premier Bourassa of Quebec to Iran, to Greece and to the Federal Republic of Germany, and Premier Lougheed to Europe. It helped co-ordinate fact-finding missions of the Ontario *ombudsman* to Europe and Israel and the Ontario Mercury Poisoning Mission to Japan and Iraq. The division also helped arrange the visit to New Brunswick of President Lamizana of Upper Volta while he was in Canada on a state visit and Premier Hatfield's subsequent visit to Upper Volta, and co-ordinated the visits of a number of foreign missions to the provinces.

The federal and provincial governments co-operated effectively in a number of fields involving international relations. A major achievement was the successful conclusion, at a meeting in Paris in December, of the OECD review of education policies in Canada. This survey, involving a subject of exclusive provincial jurisdiction in the context of an international organization, was carried out over a period of two years, with the support of a subsidy of \$500,000 from the Federal Government. The necessary co-ordination was provided by the Federal-Provincial Co-ordination Division. The first meeting of the Canadian-Belgian Mixed Commission and its Belgian-Quebec Subcommittee, which required extensive federal-provincial consultation, gave a fresh impetus to Belgian-Canadian cultural exchanges. The division also participated in the seminar on the topic "The Federal Dimension in Canada's External Behaviour" held at Carleton University in December, thereby furthering its efforts to promote dialogue and debate on this subject. Of particular interest in the context of federal-provincial consultations in the international field were the Law of the Sea Conference in Geneva and the Multinational Trade Negotiations.



# IV Services to Canadians

## Consular Activity

The primary object of the consular program is to afford consular protection and assistance to Canadian nationals travelling or residing outside Canada. Every year, Canadians venture into remoter parts of the world. They also undertake more and more complex activities abroad — establishing residence, setting up businesses, retiring, studying, consulting and exploring. This growing and diversified connection with the world outside Canada, coupled with an increasing awareness of the consular services and assistance Canadian posts can provide, has meant greater and more complex demands on consular resources both at home and abroad.

The Bureau of Consular Services has attempted during the past year to define and refine methods of providing better consular operations. The following programs indicate the scope and direction of the activities undertaken by the Bureau during 1975:

a) improved training programs for consular personnel at home and abroad, as well as continuing assessment to ensure that adequate personnel and financial resources are available at posts to help distressed Canadians;

b) appointment of honorary consuls in territories where there is a need for consular services that cannot be met by the present resources of the posts responsible, or by arrangement with other Commonwealth consular services;

c) development and improvement of guidelines and procedures for meeting emergencies affecting Canadians in all parts of the world;

d) development of a framework for bilateral consular agreements and improvement of the international consular environment affecting Canadian interests abroad;

e) development and implementation of a Consular Awareness Program to increase the amount of information available to acquaint Canadians with problems they may experience abroad;

f) continuing review of legislative developments and practice in Canada that may affect consular activities abroad;

g) improvement of methods of collecting and analyzing statistical information and increased use of such material for “consular awareness”, training and planning purposes.

The Bureau of Consular Services consists of two divisions, Consular Operations and Consular Policy. Both are involved, either separately or jointly, in implementing the programs listed above.

### Consular Operations Division

In order to meet growing demand, the Consular Operations Division concentrated in 1975 on developing the quality of the service it offered, as well as in reducing to a minimum delays in responding to the needs of travellers.

During the year, the division and Canadian missions abroad handled close to half a million requests for consular assistance from travelling Canadians. They investigated the detention of 1,922 Canadians and assisted them in obtaining legal counsel and in insuring that they were treated with humanity. Over 2,948 stranded Canadians received help in obtaining financial assistance from relatives and friends in Canada. Over 625 Canadians who became ill or were involved in accidents abroad were assisted in obtaining suitable medical care. Notifications of the deaths abroad of 344 Canadians were received and transmitted to next-of-kin and, when necessary, funeral arrangements were made abroad. Some 440,000 people were assisted with visas, advice, information, replacement of lost passports, etc.

During 1975 an Honorary Consul was appointed in Malaga, Spain, to serve the needs of the large Canadian community there. A reduction in minor consular problems was attributable to the success of the Consular Awareness Program (discussed more fully below).

In addition to providing advice and assistance to Canadians in foreign countries and Canadians going abroad, the Consular Operations Division, in co-operation with the Department of Manpower and Immigration, was involved in various ways with the entry of aliens into Canada, including the issuance of non-immigrant visas to certain categories of visitor. Over 10,000 visa applications were processed during 1975 in the division, which responded to a large number of enquiries from foreign embassies and the general public on visa matters. With the co-operation of Canadian embassies abroad, the division was engaged in helping Canadians to bring their relatives from abroad to Canada. To this end, representations were made on humanitarian grounds to governments of countries where emigration was controlled.

Early in the year, the division assumed responsibility for providing departmental representation on the Interdepartmental Advisory Committee on Refugees and for maintaining general liaison with the Department of Manpower and Immigration on refugee matters.

An increasing number of Canadians made use of the general enquiries services, which provide information, advice and assistance on such matters as dual nationality, visas, travel conditions abroad, and the safety and well-being of Canadian relatives in troubled areas. The division was also engaged in contingency planning for the protection and evacuation of Canadians in disturbed areas of the world. During the hostilities in Ethiopia, Canadians in Asmara were evacuated to Addis Ababa. In April, with the help of the Department of National Defence, Canadian residents were assisted in leaving South Vietnam on a series of flights from Saigon to Hong Kong by Canadian Armed Forces aircraft. All remaining Canadians who wished to leave, as well as Embassy personnel, were withdrawn on the last flight on April 24, a few days before the war in Vietnam came to an end. A close watch was kept on the development of hostilities in Lebanon. As the situation grew worse, Canadian residents were advised to leave the country, and dependents and non-essential staff of the Canadian Embassy in Beirut were evacuated to Athens.

## Consular Policy Division

During 1975, the division continued to examine the obligations resulting from the Department's accession to the Vienna Convention on Consular Relations, and to make arrangements for the proper interpretation and implementation of the convention with the relevant authorities at the federal and provincial levels. On the basis of the provisions of this multilateral agreement, the division proceeded with the development of a model bilateral consular agreement. These additional bilateral agreements are required to define and clarify areas of consular activity that were omitted or dealt with only in general terms in the multilateral agreement, or to provide effective agreements with countries that have not yet adhered to the multilateral agreement.

Within its continuing program of monitoring legislative developments in Canada that affect Canadians abroad, the Consular

Policy Division followed closely the development of the new Citizenship Act with a view to ensuring that posts abroad were equipped to deal with the numerous enquiries that were expected to result from the changes in the act. The division has also been involved in the co-ordination of legislative suggestions about the proposed Immigration Act because of the major foreign-policy implications of legislation in that field.

As the number of Canadians travelling abroad has continued to rise, the Department has set about expanding the program of appointing honorary consuls and improving and refining the education program for newly-appointed consular staff.

To acquaint the Canadian public with existing and potential problems or physical dangers they might encounter abroad, and to inform potential travellers of the consular services they might expect from Canadian representatives abroad, the Consular Policy Division expanded its Consular Awareness Program in 1975 as follows: by publishing a revised edition of the booklet *Information for Canadians Travelling Abroad*, which is sent to every new passport-holder, as well as to newspaper travel editors, university and college libraries and youth hostels; by distributing a new consular-warning pamphlet, *Bon Voyage But . . . Mais*, to new passport-holders and travel agencies; by distributing individual warning notices to travel agencies through their trade publications; by producing and distributing a new consular poster; by placing specialized advertisements concerning documentation and dual nationality in the "ethnic" press in Canada; and by producing films and other audio-visual presentations. At the year's end, arrangements had been made for the placing of specialized advertisements and feature material in university publications across Canada.



# Legal Assistance to Canadians

## Settlement of claims

The Claims Section of the Bureau of Legal Affairs is generally involved in the area of international law relating to the claims of Canadians against other states. In 1975, the Department provided assistance and advice on numerous individual, corporate and Government claims arising in various countries. The following are some examples:

Early in 1975, the Government of Canada received compensation for its claim arising out of the costs incurred in cleaning up an area on the West Coast polluted by an oil-spill that occurred in 1972 at the Cherry Point Refinery of the Atlantic Richfield Company in the U.S.

Late in the year, the Department obtained compensation from the United Nations for dependents of the members of the Canadian Forces who were killed in the crash, on August 9, 1974, of a Canadian *Buffalo* aircraft, which was in service with the UN in Syria. The Department also received from the UN a first instalment of \$1.5 million in compensation for the value of the plane.

Under the Canada-Cuba claims program, a second round of negotiations took place in Havana in March 1975. The purpose of the meetings was to review the substance of each Canadian claim against Cuba and to determine which of them appeared to be well-founded. The actual amount of compensation and the timing of a future claims agreement will be the subject of discussions at the next round of negotiations, the date of which has not yet been set.

A number of programs were initiated during the year. On the establishment of diplomatic relations with the German Democratic Republic in August 1975, it was agreed that the question of Canadian claims in respect of nationalized or confiscated property would be the subject of future negotiations. In October, the Government established a claims program with the People's Republic of China by presenting to that country 20 claims — all that had been brought to the attention of the Department. Canada also made representations to the Governments of Cyprus and Turkey, and was in touch with the Turkish Cypriot authorities, to request that all necessary steps be taken to ensure that Canadian citizens whose properties on Cyprus were damaged or looted as a result of the Turkish invasion received adequate compensation for damages and were permitted to regain control of their properties.

By the end of the year, it became apparent that foreigners were having little difficulty reoccupying their properties in most areas of Cyprus.

A number of other programs drew near to completion. The Foreign Claims Commission substantially completed its study of claims applications covered by the claims-settlement agreements negotiated by the Department and signed by Hungary and Romania in June 1970 and July 1971 respectively, thereby bringing these two claims programs near to conclusion. Recommendations have been made to the responsible ministers in almost all cases. The Commission also continued its study of claims relating to the Polish and Czechoslovak claims programs.

## Private international law

In dealing with private international law the Bureau of Legal Affairs is responsible for legal proceedings between Canada and foreign countries, either on the basis of conventions or by arranged procedures. Private lawyers in Canada generate a large volume of requests for the serving of legal documents such as divorce petitions and writs of summons on persons residing abroad, in cases where civil suits have been started in Canada. Evidence must often be obtained from witnesses abroad, either by private arrangements or by requests for rogatory commissions when the co-operation of foreign courts is required. The Bureau also assists in the serving of foreign legal documents and arranging rogatory commissions in Canada, and it authenticates signatures on Canadian documents required for use abroad.

With the increasing mobility of individuals, it is inevitable that questions of social security, enforcement of maintenance orders and judgments and other related issues should become the subject of international consultation. Most of these subjects falling within areas of provincial jurisdiction, considerable liaison between the Department and provincial attorney-general departments is required to establish and administer the necessary reciprocal arrangements.

Another area where co-operation between states is needed is the enforcement of criminal law. To facilitate extradition of persons to and from Canada and of fugitive offenders in Commonwealth countries, the Department is in contact with police forces at all levels and with



## Passport Office

provincial and federal departments of government, particularly with the Department of Justice, as well as with Canadian and foreign missions. The Legal Bureau also represents the Department in the Canadian-U.S.-Mexico Tripartite Narcotics Control Talks, and performs an advisory function in the lawmaking activities of international organizations such as UNIDROIT and the Hague Conference on Private International Law.

During 1975, officers of the Bureau and of the Department of Justice held talks with the authorities of the Federal Republic of Germany, Sweden and Italy concerning the conclusion of new extradition treaties. In addition, they assisted in the preparations for the fifth UN Conference on the Prevention of Crime and Treatment of Offenders, held at Geneva, and took part in the Organization of American States Specialized Conference on Private International Law, held at Panama.

The Passport Office provides passport services to Canadian citizens, issues certificates of identity and UN Refugee Convention travel documents to legally-landed non-Canadians currently residing in Canada, and also provides consular and passport services for citizens of certain newly-independent Commonwealth countries that are not represented in Canada.

After a decline in the issuing of passports in 1974, there was an upsurge in 1975 to 581,419 passports — an increase over 1974 of 7.1 per cent. Of these, 36,612 were issued at posts abroad.

The Passport Office also issued 1,911 certificates of identity and refugee travel documents (United Nations Convention on Refugees 1951) to non-Canadians residing in Canada who were unable to obtain national passports and were eligible for these documents. This was a drop of 7.6 per cent below the 1974 figure of 2,068.

The number of valid passports in current use in December was estimated to be approximately 2,650,000. In addition, there were 11,700 certificates of identity and refugee travel documents.

The postal strike in November again tested the capacity and facilities of the six regional offices (in Edmonton, Halifax, Montreal, Toronto, Winnipeg and Vancouver), which were able to respond efficiently to the crisis. The public is becoming increasingly aware of the regional offices, which are absorbing a larger share of applications. While regional-office activity increased 21 per cent in 1975 (300,206 passports issued), Ottawa activity decreased 6.4 per cent (243,566 passports), and the trend shows signs of continuing. The Toronto office's production alone exceeded 100,000 passports, a record for a calendar year. All regional offices, in addition to their regular activities and response to urgent travel situations, were involved in public information programs throughout the year dealing with passport matters and consular assistance abroad through talks at schools and service clubs and appearances on television.

During the year a computer was installed to handle more efficiently and securely the indexing of passport-holders and of applications being processed.

# V Public Affairs

The public affairs responsibilities of the Department of External Affairs reflect the increasing importance of public opinion, both at home and abroad, in the attainment of Canadian foreign policy objectives. In dealing with countries with representative governments, the attitudes of particular segments of the population can be decisive in moulding the course of governmental action. Even in closed societies governments often show sensitivity to public opinion both in their own and in other countries. In addition, the variety and complexity of the national and international communications media not only provide those responsible for Canadian Government public relations abroad with an opportunity for greater productivity but also impose on them an obligation to display greater professionalism.

The Bureau of Public Affairs endeavoured during 1975 to develop further a headquarters organization which would, on the one hand, administer a program of information and day-to-day public relations both at home and abroad and, on the other, develop through cultural and academic relations the longer-range promotion of mutual understanding between Canada and specified foreign countries. From the perspective of posts abroad the resultant range of public affairs tasks includes obtaining maximum public affairs benefit for Canada from the co-operative local efforts of all departments and agencies, provinces, private organizations, businesses and citizens; ensuring the most favourable possible response to or understanding of Canadian policies, attitudes and achievements from priority audiences and influential individuals; reflecting internationally the growing creativity and scope of Canadian culture and learning as a means of deepening relations between Canada and the countries concerned.

## Academic Relations

A major responsibility of the Bureau of Public Affairs, carried out under the aegis of the Academic Relations Division, is to co-ordinate and promote relations between the Department and members of Canada's academic community and other groups with an interest in Canadian foreign policy. In addition, the Bureau deals with organizations interested in the study and discussion of international relations and in the long-term formulation of Canadian foreign policy. The objective is to establish and develop lines of communication between officials responsible for implementing foreign policy and scholars and others who are concerned with the many aspects of policy analysis and international relations. A second such responsibility is the encouragement and development of programs of Canadian studies abroad.

### Foreign service visitors

One valuable form of exchange has been the seconding of senior foreign service officers as "visitors" to Canadian universities. Under this program, officers, freed from departmental duties for an academic year, devote their time to research, teaching, writing and holding seminars and consultations on international relations under arrangements worked out with the host universities. At the outset, two foreign service visitors were designated, but in 1972 the number was increased to three. In 1975, three were appointed to Manitoba, Western Ontario and Laval Universities. Another senior officer is a visiting fellow at the Centre for International Relations at Queen's University.

### Departmental speakers' program

Under this program, foreign service officers address university audiences and other groups, attend conferences on foreign policy, and participate in international affairs seminars. In 1975, over 75 officers accepted one or more invitations to visit some 45 universities and about 35 other groups. This program has been successful not only in disseminating information about Canadian foreign policy but in exposing departmental officers to different perspectives, ideas, questions and informed criticism.



## Conferences and seminars within the Department

In order that academics may offer the benefit of their analysis of foreign-policy problems to those in government, the Department invites professors to Ottawa to give talks and participate in joint seminars. Topics range from current foreign-policy issues to theories on aspects of international relations. Seminars are usually limited to about 12 academics and an equal number of officials from External Affairs and other departments. Discussions have taken place on such themes as "Canada-U.S. relations", "Strategic competition in the Arctic and Northeast Atlantic", "The International Criminal Court of Justice" and "The Conference on Security and Co-operation in Europe". Individual academics and journalists are also invited to lecture to the Department. Lectures were given on such subjects as "Le Canada face aux grandes puissances", "Britain and the EEC after the referendum" and "Prospects for racial coexistence in South Africa and Rhodesia". In 1975, 17 such talks were given in the Department.

To maintain closer ties with the academic community and obtain the services of experts, the Department engages professors from time to time on a temporary basis. In 1974-75, Professor L. C. Green from the University of Alberta joined the Legal Bureau for one year. Historians and research assistants are also employed on contract by the Department's Historical Division to edit material for the *Documents on Canadian External Relations* series (see below). Other research contracts have been awarded for the preparation of special studies; one of these focuses on a survey of what Canadians think of the Common Market, and is being carried out in conjunction with the Centre d'études et de documentation européennes of the University of Montreal.

## Outside seminars and conferences

The Department organizes seminars and conferences elsewhere in Canada, and helps universities and international affairs centres to organize similar gatherings. It co-operates in preparing programs, supplying departmental participants, and meeting some of the administrative expenses incurred by the institutions and professors involved.

## Canadian studies abroad

During 1974, the Department began to develop a program of Canadian studies overseas to meet a long-felt need to establish an expanding nucleus of influential persons knowledgeable about Canada, to develop an awareness of the distinctive quality of Canadian scholarship, particularly in the social sciences and the humanities, and to provide a stimulus and network for productive exchanges between Canada and academics abroad. This program is intended to strengthen Canada's bilateral relations with the countries concerned.

The principal areas of concentration in 1975 were the United States, Britain, France and Japan. Programs were developed in the context of the expanded cultural-relations plan mentioned above, as well as the progressive enlargement of this important program. Canadian studies are to be developed through the exchange of professors, the exploitation of joint research opportunities, the encouragement of interuniversity contacts, the donation of Canadian books and learned journals, the organization of conferences and seminars, and grants to national associations of Canadian studies and to newsletters and journals devoted to Canadian studies.

## Japan

The joint communiqué issued by Prime Minister Trudeau and Prime Minister Tanaka of Japan on September 11, 1974, announced plans "... to initiate matching and complementary programs of approximately \$1 million each for promoting academic relations". "These funds will be used primarily for the development of Japanese studies in Canada and of Canadian studies in Japan," the communiqué added. Government support for East Asian studies in Canada is in accordance with the recommendation contained in the 1970 White Paper *Foreign Policy for Canadians*.

While Canadian studies have been relatively unknown in Japan, several Japanese universities have recently expressed an interest in this field. Arrangements are being made to enlarge this interest through visits of Canadian scholars to Japan, opportunities for research in Canadian studies in Canada for Japanese academics and library support, including translation into Japanese of some basic Canadian texts.



## United States

The program in the United States is an important component of the "Third Option" policy of projecting an understanding of the Canadian image "distinct but in harmony". In 1975, some budgetary support was provided for Canadian studies in universities across the United States, usually in the form of funding for conferences, speakers and seminars. The Department also provides some support for the Association for Canadian Studies in the United States (ACSUS), which now has 353 members and a successful journal, *The American Review of Canadian Studies*.

## Britain

Despite the close traditional academic links between Britain and Canada, little attention was given in Britain to Canadian studies until quite recently. The situation has now changed swiftly and significantly. In September, the British Association of Canadian Studies was formed at a meeting at Leeds University. In October, the Secretary of State for External Affairs, Mr. MacEachen, inaugurated the Chair of Canadian Studies at the University of Edinburgh, endowed by both public and private funds. The purpose of this chair is to help expand the existing program of Canadian studies at Edinburgh and, at the same time, stimulate a corresponding interest on the part of other British institutions of learning. The tenure of the chair is annual, and the holders' specializations will rotate to cover the fields of history, political science, economics, geography, law and the arts. Further courses in Canadian studies may be introduced progressively at the Centre. The first incumbent of the chair is Professor Ian Drummond, an economist from the University of Toronto.

In 1974-75, the first visiting Canadian Studies Fellow in Britain, Professor Ian MacPherson of the University of Winnipeg, was based at the Institute of Commonwealth Studies in London and lectured widely throughout Britain.

## France

There is a similar long-standing need to develop Canadian studies in France. Spade-work over the last two years has indicated the development of some real but, in the main, still potential, interest at 20 French universities. Interdisciplinary Canadian studies are most advanced at Bordeaux, where a centre for Canadian studies was established in 1971.

The program in France will consist largely of short-term assignments of Canadian academics to selected university centres in France, such as Bordeaux, and of invitations to French academics who have an interest in Canadian studies to come to Canada for short periods of research and study. The program will also include conferences and speakers, regional seminars and support for an academic newsletter. The first issue of a journal in this field, *Etudes canadiennes — Canadian Studies*, was published in December 1975.

## Cultural affairs

In October, on the occasion of the inauguration of the Chair of Canadian Studies at the University of Edinburgh, the Secretary of State for External Affairs announced a five-year plan to expand and diversify Canada's cultural relations with other countries. The impetus for the program is twofold. There is a need to meet the growing requirements of current and expected exchange arrangements with other countries and to reflect in Canada's foreign policy the depth and creativity of its cultural life. This international projection will also be "a new way of testing the qualities of our own achievements as a nation", according to Mr. MacEachen.

International cultural exchanges benefit Canadian artists and academics and provide new opportunities to make Canadian cultural achievements better known abroad. The Department's current programs cover exchanges of persons, overseas tours by performing companies, art exhibitions, book donations, special events such as "Canada Weeks", and festivals and international artistic competitions in which Canada is represented. These activities are administered abroad by Canadian embassies and by the Canadian cultural centres in Paris, Brussels and London.

### Cultural agreements and programs

A cultural agreement with the Federal Republic of Germany was signed on March 3, 1975. Canada has similar agreements with Italy, France and Belgium, and a general exchanges agreement with the U.S.S.R. that includes a number of articles related to cultural relations. The Canada-Soviet Mixed Commission met in Moscow in November to negotiate the program of scientific, academic and cultural exchanges to take place between the two countries during 1976 and 1977.

Also in 1975, the first meeting of the Mixed Commission under the Canadian-Belgian Cultural Agreement took place in December to work out exchanges between the two countries in 1976. The seventh meeting of the Canada-France Mixed Commission was held in Paris in May.

An agreement for the co-production of films was signed by Britain and Canada on September 12. It is hoped that the film-makers of both countries will benefit from the opportunity to pool their experience and resources in joint cinematic ventures.

The Canadian Cultural Institute in Rome, a foundation established in 1954 to facilitate exchanges with Italy, continued a varied program of activities in 1975 in the fields of academic study, music, literature and photography.

### Artistic exchanges and cultural promotion

As a salute to the United States in its Bicentennial year, the Department arranged a special festival of Canadian performing arts at the John F. Kennedy Center in Washington, D.C., from October 13 to 26. The two-week event included: a varied program by the Royal Winnipeg Ballet; George Bernard Shaw's *The Devil's Disciple*, by the Shaw Festival; *Riel*, a Canadian music-drama by Mavor Moore and Harry Somers, performed by the Canadian Opera Company; the National Arts Centre's production of Offenbach's *La Belle Hélène*; individual concerts by Monique Leyrac, Maureen Forrester, the Société du Musique Contemporaine de Québec, the Toronto Mendelssohn Choir with the Canadian Brass, and the National Arts Centre Orchestra; a series of films; and various art exhibits.

Under continuing programs of cultural relations with foreign countries, the Department subsidized tours by the National Arts Centre Orchestra (Mexico), the National Ballet of Canada (England and the Netherlands), Young People's Theatre (England), the Orford String Quartet (the U.S.S.R., Romania, Italy and Yugoslavia), the Lyric Trio (Iceland, Norway, Sweden, Finland, Belgium, France and Britain), the Neptune Theatre Company and CODCO (the United States) and Le Théâtre du Nouveau Monde (France, Belgium, Tunisia, Algeria, Morocco, Senegal and the Ivory Coast). In addition, a number of individual performers were given travel grants to enable them to compete in music festivals and to attend symposiums on the arts.

As a member of the Consultative Committee of the Film Festivals Bureau of the Department of the Secretary of State, the Department continued to participate in the choice of Canadian films for international competitions and "Canada Film Weeks". As a follow-up to the series of Soviet films screened in Canada last year, the Department will provide travel expenses to Canadian film-makers visiting the U.S.S.R. for a Canadian Film Festival early in 1976.



A major event in the visual arts program of 1975 was the exhibition of Canadian landscape paintings displayed in Peking and Shanghai in April and May, which had been organized by the National Gallery of Canada for the Department. Works by Cornelius Krieghoff, Tom Thomson, Emily Carr and members of the Group of Seven were included in the retrospective show of 100 years of Canadian painting, which was viewed by over 70,000 Chinese visitors in the four weeks the exhibition was on display.

The Department's permanent collection continued their lengthy circuit of countries. Exhibitions of Inuit (Eskimo) work were seen in Latin America, Asia and Western and Eastern Europe; Canadian photography was on show in North Africa; a collection of "Hyper-Realist" paintings toured New York, London, Brussels and Paris; and a new collection of contemporary Canadian graphics was shown in Washington during the Bicentennial Festival, at the beginning of a tour of galleries and embassies throughout the United States. On behalf of the Quebec Ministry of Cultural Affairs, the Department arranged for an exhibition of contemporary Soviet art at the Musée du Québec in Quebec City, and at the Musée d'art contemporaine in Montreal. This exhibition came to Canada in exchange for a collection of paintings by Jean-Paul Lemieux shown in Moscow and Leningrad last year. The Department also assisted Canadian painters represented in various international exhibitions in Europe.

As part of its program of book donations, the Department presented publications to 50 foreign universities and public libraries. Each presentation contained 150 French and English titles on aspects of Canadian politics, economics, sociology, art and literature. As part of the Government's continuing program of assistance to Canadian publishers, the Department distributed new titles abroad through Canadian embassies on behalf of the Canada Council. It also contributed to the Canadian participation in the international book fairs in Brussels and Frankfurt, and at the meetings of the American Library Association and the American Booksellers Association. The attendance of journalists from Britain, France and the United States at the International Book Fair in Montreal in May was facilitated by the Department. During this event, the 1975

Belgian-Canadian Literary Prize was awarded to Pierre Mertens of Belgium.

In addition to the programs of artistic exchange administered directly from Ottawa, Canadian embassies, consulates and cultural centres originate many of their own activities — concerts, film-showings, poetry readings and art exhibitions — to suit the specific public affairs objectives of individual posts. The Canadian Cultural Centre in Paris, the Canadian Centre for Culture and Information in Brussels and Canada House in London constitute a particularly active and effective European showcase for Canadian artists and performers.

## **Academic and youth exchanges**

The lively interest in university and educational activities that has been evident in recent years was more than sustained in 1975. Exchanges between Canadian and foreign universities became increasingly frequent. Canada was also more active in international organizations concerned with education, such as the OECD, UNESCO and Commonwealth institutions.

The scholarship exchanges with the Federal Republic of Germany, Belgium, Finland, France, Italy, Mexico the Netherlands, Switzerland, the U.S.S.R., China, Brazil, Japan and Luxembourg, as well as with a number of Commonwealth countries, were continued, and in some cases expanded. More than 400 students from these countries were granted Canadian scholarships and a comparable number of Canadians were able to benefit from reciprocal scholarship programs. Exchange visits by academic officials included the first Chinese educational delegation to visit Canada, in October 1975; there was again an exchange of educational delegations with the U.S.S.R..

Some 80 Canadian academics gave courses at foreign universities, aided by travel grants from the Department. Another program of grants, funded by the Department and administered for it by the Canada Council, enabled more than 50 foreign professors, experts and artists to give special courses in Canada. The Department also helped nearly 40 English-speaking Canadians to travel to France to teach English as part of an exchange program that brought an equal number of French-speaking language assistants to Canada.

In association with the Council of Ministers of Education (made up of the ministers of



education of each of the ten provinces) and other national organizations concerned with education, the Department ensured Canadian representation in various educational activities carried out under the auspices of international organizations. Particular mention should be made of the International Conference on Education, organized jointly by the International Bureau of Education (IBE) and UNESCO, which was held in Geneva in August, and of the Canadian participation in the first Commonwealth Conference on Educational Broadcasting, held in Sydney, Australia, in October.

The third and final phase of the Organization for Economic Co-operation and Development review of Canadian educational policies took place in Paris during the December session of the OECD Education Committee. This so-called "confrontation" meeting brought to a successful conclusion the wide-ranging study, carried out under the auspices of the OECD with the active participation of the Council of Ministers of Education, the individual provincial educational authorities, interested federal departments and a team of international experts. The delegation to the Paris meeting was headed by Ben Hanuschak, Education Minister for the Province of Manitoba.

For the eleventh consecutive year, six graduates of France's Ecole Nationale d'Administration were given the opportunity to travel across Canada and to attend briefings by senior public officials. The tours were offered in exchange for a program, administered by the Public Service Commission, in which the ENA offers scholarships to Canadian civil servants.

Youth exchanges are considered a particularly creative means of making cultural contacts abroad. The Department again provided liaison services with foreign governments for the "Contact Canada" program administered by the Secretary of State. The summer exchange program between the Federal Republic of Germany and Canada enabled some 250 people from each country to spend part of their summer holidays working in the other country. The exchange program of young specialists and technicians shared by Mexico and Canada was extended for another three years. Visits were made by 15 Canadians and an equal number of Mexicans, from 18 to 30 years of age, to give these young professionals practical experience in their chosen fields in the host country.

## UNESCO

UNESCO's activities, encompassing as they do the natural and social sciences, education and culture, are of interest to many governmental departments and agencies in Canada, both federal and provincial, to institutions of learning, and to a large number of private organizations. The Department works closely with the Canadian Commission for UNESCO, and the Director of the Cultural Affairs Division of External Affairs is a member of its Executive Committee. Canada's Permanent Delegate to UNESCO in Paris serves as intermediary between these Canadian authorities and the UNESCO Secretariat to ensure that the organization benefits fully from Canadian experience and that Canadian organizations are kept informed of matters of interest to them.

Canada participated during 1975 in a broad range of UNESCO-sponsored programs, including the UN Information Systems in Science and Technology (UNISIST), the International Oceanographic Commission, and the "Man and Biosphere" and the International Hydrological Programs. In addition, Canada was involved in a number of the educational and cultural activities of the Organization.

In December, Canada participated in an intergovernmental meeting of experts to prepare a draft declaration on the fundamental principles governing the role of the mass media in strengthening peace and international understanding and in combating war propaganda, racism and *apartheid*. Unfortunately, it became necessary for the Canadian delegate, with those of the EC countries, the United States and Australia, to withdraw when a majority succeeded in passing a resolution declaring that "Zionism is a form of racism and racial discrimination". Canada's withdrawal from this meeting of non-governmental experts will not affect its general support for UNESCO or its basic policy towards the United Nations.

During the year, in co-operation with the Canadian Commission for UNESCO and interested departments and agencies, the Department forwarded to the Director-General of UNESCO Canada's views on the Organization's medium-term plans, which will be considered at the nineteenth General Conference in 1976.

## Historical Affairs

As an aid to scholarly research and university teaching, the Department has now published seven volumes in its series *Documents on Canadian External Relations*. These volumes constitute the basic published record of the foreign policy and international relations of the Government of Canada. They are designed, within set limits of space and size, to provide a comprehensive, self-contained record of the major foreign-policy decisions of the Government of Canada, and of the reasons for them, as well as of the major international events and trends affecting Canada. The volumes are compiled and edited, on behalf of the Department, mainly by professional historians. The series now covers the years from 1909, when the Department was founded, to 1941. The eighth volume, which also forms the second part of the coverage of the 1939-41 period, will appear early in 1976. Work on the remaining volumes for the period 1942-47 has continued and the corresponding volumes will be published during the next few years.

Throughout the year, the Historical Division continued its normal services to the research community, which included access, whenever possible, to Departmental records since 1946, help in establishing the factual accuracy of manuscripts, development of oral-history records through interviews with Cabinet ministers and senior officials who had been concerned with Canadian foreign relations, and round-table discussions with departmental officers on current issues of interest.

Of special interest to researchers is the decision made in 1974 to open departmental records on bilateral relations with the United States down to 1950, in a "tandem" arrangement with the State Department in Washington.

Canada continues its participation in the Pan-American Institute of Geography and History (PAIGH), a specialized agency of the Organization of American States. The Department published the proceedings of a seminar on archival techniques and training held at the Government Conference Centre in Ottawa between October 14 and 18, 1974. The meeting brought together 30 archivists from Canada, Latin America and the Commonwealth Caribbean, the United States, and several European countries such as Spain and France, whose historical archives are closely linked with those of the Americas. Seminars in PAIGH's disciplines, which are a regular feature of Canada's membership in the Institute, have been found to be of benefit not only to the foreign delegates and institutes invited to take part but to their Canadian counterparts as well.



# Information

The "media explosion" since the Second World War has altered the conduct of diplomacy in some areas. Traditionally, diplomacy has meant the conduct of international relations through direct diplomatic contacts and government-to-government dialogue. The expansion of mass communications has made public opinion a highly-significant factor in the foreign-policy formulation process of many governments. It may no longer suffice for an ambassador to explain his country's views to ministers and officials; he may also find it useful to inform the public in his area of accreditation.

Public information programs abroad are undertaken by all Canadian embassies and consulates, but such activity is greatest in the United States, Western Europe and Japan, reflecting both the importance of these areas to Canada and the benefits of conducting information operations within them. Central direction is exercised by the Department's Information Division, which produces information materials and conducts projects, supporting current Government programs, to suit the needs of particular audiences. Day-to-day information activities include answering inquiries, promoting and distributing publications and films about various aspects of Canada, arranging exhibits and developing relations with foreign information media. Under one major program, journalists considered to be "opinion-formers" are brought to Canada for briefings and familiarization tours. During 1975, visits to Canada were arranged for 977 journalists sponsored by diplomatic and consular posts.

The Information Division also undertakes special projects. An example is the 1975-76 voyage of the historic Newfoundland fishing-schooner *Norma & Gladys* to ports in the U.S., the Caribbean and Western Europe under the co-sponsorship of the governments of Canada and Newfoundland. The vessel, which was open to the public in its ports of call, carried a display to illustrate Canada's concern that fisheries be protected through international agreement on the law of the sea. The arrival of the *Norma & Gladys* at the various ports was publicized by materials prepared in local languages. At the same time, law-of-the-sea and circumpolar exhibits were shown in the United States and Europe to emphasize Canadian policy concerns to selected audiences.

To assist them in their information programs, Canadian posts abroad are provided

with background materials for the various information media. For example, the Information Division produces a variety of publications in English, French and foreign languages aimed at selected audiences. The periodical of largest distribution is the *Canada Weekly*, of which over a million copies — in English, French, German and Spanish — were sent out in 1975. About half a million copies of the school-oriented brochure *Facts on Canada* were distributed abroad in nine languages. Illustrated articles and photostories are sent to posts for use in periodicals published at key missions in the local languages or for submission to local publications. Background materials are also prepared for speakers.

Some information materials are produced in co-operation with other government departments and agencies, and with private firms. For example, the Department collaborates with the National Film Board and private film-makers in the production of films for foreign distribution that are relevant to Canada's international aims; 14 films were produced during 1975. Arrangements were made to obtain CBC television programs for use at posts. The first programs obtained were the series *Images of Canada*. Exhibits and displays were constructed and shown abroad throughout the year in collaboration with Information Canada/Exhibitions.

In addition to the programs designed for foreign audiences, the Information Division is responsible for two programs designed for Canadians. The object of one is to provide information about the Department and foreign-policy formulation to Canadian groups and individuals by a variety of means including seminars, speaking tours, publications and group visits to the headquarters of international organizations of particular significance for current foreign-policy objectives. A major instrument of the program is the publication *International Perspectives*, a bimonthly magazine of informed opinion on world affairs.

To carry out this program, the division co-operates with the information services of NATO, the Commonwealth and the European Community.

The second program is international sports liaison. This is designed to advance and defend the interests abroad of Canadian sports bodies by direct liaison with and assistance to those bodies, and by close co-operation with Sport Canada, the federal agency responsible for



## Press Office

developing sport in Canada. Besides assisting many Canadian teams in 1975 with their foreign travel arrangements, the division was involved in bringing two top Soviet hockey teams to play against National Hockey League teams in Canada and the United States, and in sending Canadian Olympic athletes to train in Cuba and to compete with their Cuban counterparts.

The more than 17,000 enquiries from the public answered by the Information Division during 1975 fell into two principal categories — questions from Canadians about international affairs and questions about Canada from persons abroad.

Relations between news organizations and the Department are the responsibility of the Press Office. It assists journalists — in the Parliamentary Press Gallery and throughout the country — in reporting on Canadian foreign policy and current international developments, handles their inquiries and arranges briefings on these subjects, serves as liaison between the news media and the Secretary of State for External Affairs, and acts as “spokesman” to provide formal departmental response. It facilitates the work of Canadian journalists travelling abroad on reporting assignments, including those accompanying the Secretary of State for External Affairs on visits to other countries or to attend international conferences; and it arranges press conferences for foreign officials visiting Ottawa.

The Press Office is also responsible for issuing the Department’s press releases, speech texts and policy statements on international affairs, and it provides Canadian posts with texts of policy statements on international developments.

# World Exhibitions Program

## 1975 Ocean Exposition, Japan

Canada was one of the 39 national participants in the International Ocean Exposition (Expo 75), Okinawa, Japan, to be ready for the press preview on July 9. Participation was sponsored by the Department of External Affairs, Environment Canada, the Department of Industry, Trade and Commerce and the Ministry of Science and Technology. The exhibit was designed and constructed by Information Canada/Expositions.

The exposition, the first to deal with the sea, having as its theme "The Sea We Would Like to See", opened officially on July 20 and will close on January 18, 1976. Since this was a special rather than a universal exposition, basic pavilion structures were provided by the organizers and improved as desired by the participants. The site was a rather remote one, on the beautiful Motobu Peninsula, at the northern end of Okinawa. Because of the economic recession, the exposition's attendance and publicity were somewhat below the levels predicted.

The Canadian pavilion, situated in the Science and Technology cluster of pavilions with those of Australia, Italy, the United States and the Soviet Union, was built round the theme "The sea has its own laws and man is accountable". Praised for the sincerity and competence of its staff, which consisted of 20 young Canadians, all fluent in Japanese, the building attracted about 40 per cent of the 3.5 million persons who were estimated to have visited Expo 75.

The theme was illustrated by a backlit horizontal map of Canada measuring 38 feet by 25 feet, which featured prominently the Pacific, Arctic and Atlantic coastlines, and by conventional and audio-visual presentations that stressed Canada's historical dependence on the sea and its unceasing concern for the preservation of that element.

Included in the exhibit, which covered roughly 8,000 square feet, were animated models illustrating Canada's technology in scientific and industrial exploration and in development of the sea and its resources, as well as a short animated film, produced by the National Film Board, illustrating the consequences that could result from continued abuse of the sea. Man's need to preserve the sea for recreational purposes was illustrated by a display of seagoing pleasure craft produced in Canada.

Audience participation was encouraged by the use of "aniforms", a closed-circuit television technique by which an amusing caricature of a sea animal engaged spectators in light-hearted banter or sought their reaction to the exhibit and their opinion on environmental matters. A screen of "recycled" ropes, woven partly on site by Patricia Wheeler of Vancouver, related Canadian art to the theme of the exposition.

Canada's participation in the International Ocean Exposition is considered to have been successful since it made the Japanese, and the international audience as well, more aware of Canada's concern for the preservation of the oceans and of its capacity to play a significant role in future ocean development.

## Horticultural exhibition, Quebec City

Canada's application, made by the Department of External Affairs in December 1974, to the International Bureau of Exhibitions, Paris, to register an International Horticultural Exposition planned for 1976 by the Province of Quebec was accepted by the Bureau at its meeting on April 30, 1975. Subsequently, however, in view of the short time available to organize the event for 1976, the province postponed it until 1977 and finally, for economic reasons, decided to cancel it altogether.

# VI Resources: Personnel and Communications

## Personnel

It is the special character of the work of the Bureau of Personnel that it touches the professional and personal lives of the Department's employees at every stage of their careers at home and abroad. It offers the first welcome and final farewell and, in between it has to respond with frequency and sensitivity to the myriad professional and personal concerns that arise from a career with a contemporary foreign service. Many of its functions are routine, while others are challengingly complex; this is perhaps inevitable when dealing with people working not only at headquarters but at posts throughout the world, people recruited and trained for long-term careers in a rotational foreign service, people with their families and belongings moving from post to post, whose varying needs must be looked after if they are to serve their country efficiently.

In 1975 there was a small increase in the number of persons employed by the Department, in response to increasing demands and the role played by External Affairs in the management and co-ordination of Canadian foreign operations. At the year's end the rotational component comprised 777 external affairs officers and 1,294 support personnel, of whom 450 officers and 865 support staff were serving at posts abroad; in addition, the Department employed approximately 2,300 locally-engaged staff at posts abroad. This staff provides support for the program activities abroad of all federal departments and agencies that undertake foreign operations. The non-rotational component at External Affairs headquarters included 1,040 officers and staff.

During 1975, the bulk of Bureau activity was focused on those customary personnel responsibilities that seldom vary, except in frequency and intensity, and constitute a continuing challenge to maintain the excellence and cheerfulness of a service that so closely affects every employee. Beyond this, the Bureau sought to improve the quality of its service and to respond to specific problems.

Career development is an important aspect of personnel management. In 1975 this program included a management-orientation course, designed to bridge the gaps faced by senior officers returning from assignment abroad to assume management roles and adapt to new techniques at headquarters. An advanced

French-language training program was inaugurated as part of the Bureau's continuing effort to help personnel improve their ability to work in either official language.

The Foreign Service Directives, which govern the terms and conditions of service abroad, were revised in 1975 in consultation with the staff associations to ensure that the provisions for personnel serving outside Canada were up to date. Periodic revision is necessary to ensure that foreign-service personnel receive the necessary support and assistance, and that terms of employment reflect, so far as possible, those of public servants in Canada.

In view of the particular requirements of the foreign service, employer-employee communications receive special attention. To this end, the Department and representatives of the staff associations formed during 1975 the External Affairs Joint Council, a labour-management committee that meets periodically to consult on matters relating to all aspects of employment in the Department.



# Embassies

## A) Resident

(Canadian representative resident in country)

Country	City
Algeria	Algiers
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
Brazil	Brasilia
Cameroon	Yaoundé
Chile	Santiago
China, People's Republic of,	Peking
Colombia	Bogota
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
Denmark	Copenhagen
Egypt, Arab Republic of,	Cairo
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
Germany, Federal Republic of,	Bonn
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
Holy See	Rome
Hungary	Budapest
Indonesia	Jakarta
Iraq	Baghdad
Iran	Tehran
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Ivory Coast	Abidjan
Japan	Tokyo
Korea	Seoul
Lebanon	Beirut
Mexico	Mexico City
Morocco	Rabat
Netherlands	The Hague
Norway	Oslo
Pakistan	Islamabad
Peru	Lima
Philippines	Manila
Poland	Warsaw
Portugal	Lisbon
Saudi Arabia	Jeddah
Senegal	Dakar
South Africa	Pretoria
Spain	Madrid
Sweden	Stockholm
Switzerland	Berne
Thailand	Bangkok
Tunisia	Tunis
Turkey	Ankara

Union of Soviet Socialist Republics	Moscow
United States of America	Washington
Venezuela	Caracas
Yugoslavia	Belgrade
Zaire, Republic of,	Kinshasa

## B) Non-resident

(Canadian representative resides at the Canadian mission shown in brackets)

Country
Afghanistan (Pakistan)
Bahrein (Iran)
Benin, People's Republic of, (Ghana)
Bolivia (Peru)
Bulgaria (Yugoslavia)
Burma (Thailand)
Burundi (Zaire)
Central African Republic (Cameroon)
Chad (Cameroon)
Congo, People's Republic of the, (Zaire)
Dominican Republic (Venezuela)
Ecuador (Colombia)
El Salvador (Costa Rica)
Gabon (Cameroon)
Guinea (Senegal)
Guinea-Bissau (Senegal)
Honduras (Costa Rica)
Iceland (Norway)
Jordan (Lebanon)
Kuwait (Iran)
Laos (Thailand)
Liberia (Ghana)
Libya (Tunisia)
Luxembourg (Belgium)
Madagascar (Ethiopia)
Mali (Ivory Coast) <sup>1</sup>
Mauritania (Senegal)
Mongolia (Union of Soviet Socialist Republics)
Nepal (India)
Nicaragua (Costa Rica)
Niger (Ivory Coast) <sup>2</sup>
Oman (Iran)
Panama (Costa Rica)
Paraguay (Argentina)
Qatar (Iran)
Romania (Yugoslavia)

## High Commissions

Rwanda (Zaire)  
 Somalia, Democratic Republic of, (Tanzania)  
 Sudan (Arab Republic of Egypt)  
 Surinam, Republic of, (Guyana)  
 Syrian Arab Republic (Lebanon)  
 Togo (Ghana)  
 United Arab Emirates (Iran)  
 Upper Volta (Ivory Coast)<sup>3</sup>  
 Uruguay (Argentina)  
 Viet-Nam, Democratic Republic of,  
 (People's Republic of China)

### A) Resident

(Canadian representative resident in country)

Country	City
Australia	Canberra
Barbados	Bridgetown
Bangladesh	Dacca
Britain	London
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica <sup>4</sup>	Kingston
Kenya	Nairobi
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Singapore	Singapore
Sri Lanka	Colombo
Tanzania, United Republic of,	Dar-es-Salaam
Trinidad and Tobago <sup>5</sup>	Port-of-Spain
Zambia	Lusaka

### B) Non-Resident

(Canadian representative resides at the Canadian mission shown in brackets)

Bahamas (Jamaica)  
 Botswana (South Africa)  
 Cyprus (Israel)  
 Fiji (Australia)  
 Gambia (Senegal)  
 Grenada (Barbados)  
 Lesotho (South Africa)  
 Malawi (Zambia)  
 Malta (Italy)  
 Mauritius (Tanzania)  
 Sierra Leone (Nigeria)  
 Swaziland (South Africa)  
 Tonga (New Zealand)  
 Uganda (Kenya)  
 Western Samoa (New Zealand)

1)Officer resident in Bamako (Office of the Canadian Embassy to Mali).

2)Officer resident in Niger (Office of the Canadian Embassy to Niger).

3)Officer resident in Ouagadougou (Office of the Canadian Embassy to Upper Volta).

4)High Commissioner also accredited as Commissioner for Canada to Belize.

5)High Commissioner also accredited as Commissioner for Canada to the West Indies Associated States and Montserrat.

6)Care of Canadian Consulate General, Marseilles.

7)Care of Canadian Embassy, Rome.

# Permanent Delegations to International Organizations

Organization	City
European Communities (Atomic Energy, Coal and Steel, Economic)	Brussels
International Atomic Energy Agency	Vienna
North Atlantic Council	Brussels
Organization for Economic Co-operation and Development	Paris
United Nations	New York
United Nations (Geneva Office)	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris
United Nations Industrial Development Organization	Vienna
Organization of American States (Observer Mission)	Washington

# Consulates

Country	City
Britain	Belfast Birmingham Glasgow Manchester Rio de Janeiro São Paulo
Brazil	Stuttgart
Germany	Cape Town
San Marino <sup>7</sup>	Buffalo
South Africa	Cleveland
United States of America	Dallas Detroit Minneapolis Philadelphia San Juan (Territory of Puerto Rico)

# Consulates General

Country	City
Australia	Melbourne Sydney
France	Bordeaux Marseilles Strasbourg
Germany	Düsseldorf Hamburg
Iceland	Reykjavik (Honorary Consul)
Italy	Milan
Monaco <sup>6</sup>	Johannesburg
South Africa	Atlanta
United States of America	Boston Chicago Los Angeles New Orleans New York San Francisco Seattle

# Delegations to International Conferences

Conference	City
Mutual and Balanced Force Reduction Talks	Vienna

# Military Mission and Consulate

Country	City
Germany	Berlin

# Commission

Country	City
Hong Kong	Hong Kong



# Handling of Information

Because events in the external world are impinging more and more upon Canada and Canadians, rapid and efficient communications have become essential to the Department's carrying-out of its complex role, not only in its operations at headquarters and between headquarters and Canadian posts throughout the world but also in the services it renders to other government departments and to the general public. During the year further progress was made towards the replacement of outdated communications equipment with the setting-up of a computerized store-and-forward message switch in Ottawa. Preliminary testing in operational mode was carried out with a view to attaining full operation early in the new year, and planning proceeded for the installation of a similar message switch at the main relay centre in London. Treasury Board approval was received for the acquisition of new cryptographic machines and the necessary teleprinter ancillaries, which will provide both greater security and more efficient communications. Following the amendment of the Canada Radio Act permitting reciprocity of treatment to foreign governments, a program has been initiated to provide radio-teletype communications with certain posts where commercial channels are either unduly expensive or unreliable.

During 1975, a special team produced a report on information-systems development, embodying broad-ranging recommendations to transform the nature of the records-management system to meet the requirements of the Department, which in many respects are unique. These recommendations were incorporated in proposals that received approval in principle from the Treasury Board, and the first steps towards implementation were taken. The main feature of the program will be the decentralization of the records service to provide the immediate and varied responses required by the operational divisions within the Department. This will be achieved by siting information-control and records centres with their respective bureaux, made possible by using a computer with on-line terminals for centralized indexing and registration of substantive material, and supported by the conversion of subject files to microfiche. A senior officer was designated as Director of Information Systems to collaborate with the Records Management Division in preparing the ground for the innovations that will transform, during the coming two or three years, both the

structure and mode of operation of this vital element of the Department's operations. The object of these developments, in association with those occurring in the communications field, is to contribute to the general improvement in departmental performance through the faster transmission, handling, storage and retrieving of the information that the Department works with. Of particular importance at this time of government-wide economy measures will be the prospect both of improving the quality of performance and gaining higher productivity while managing significant savings.

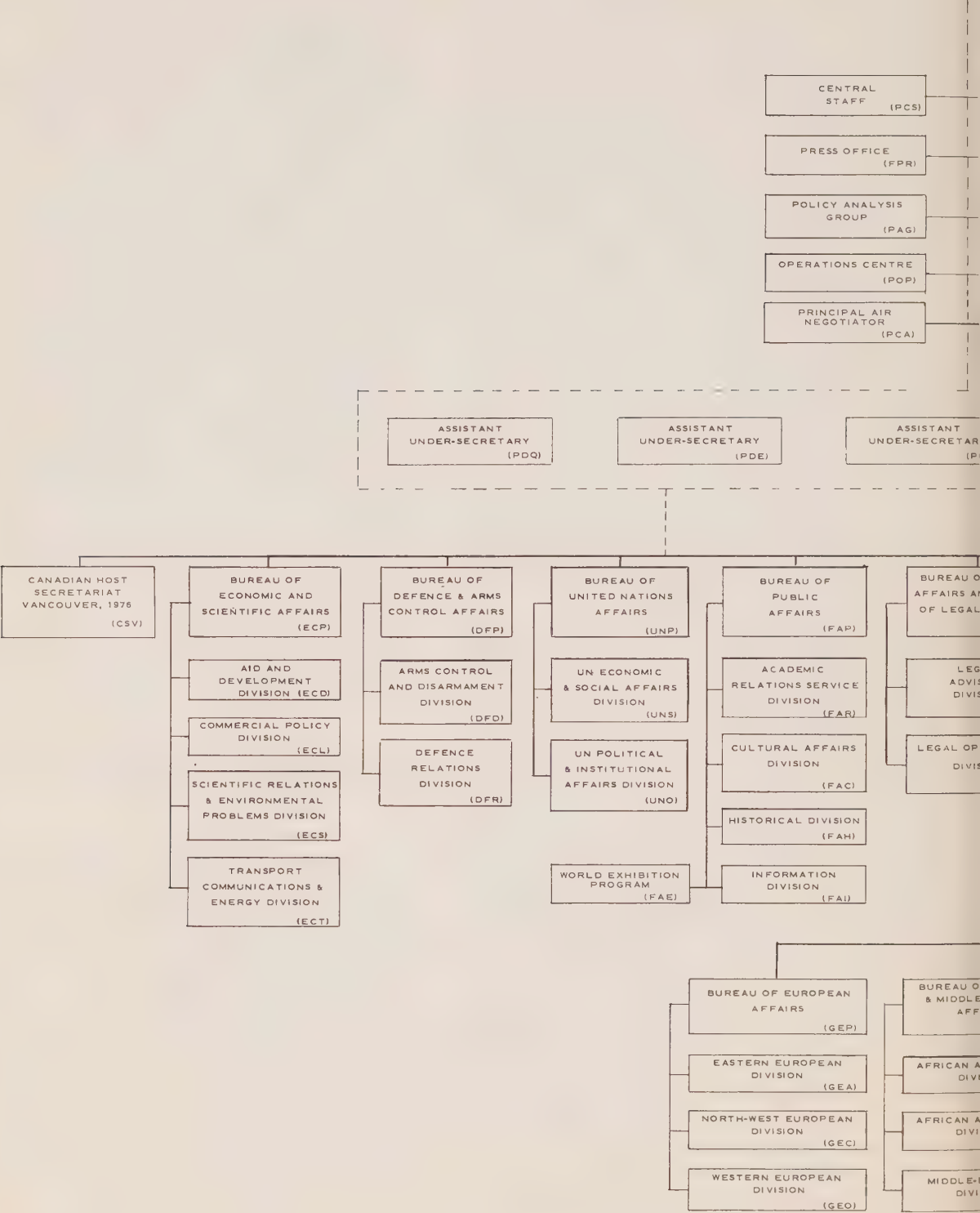
By joining the Council of Ontario Universities Cataloguing System (CATSS), the Library Services Division took a further step towards realizing benefits from computerized cataloguing carried out on a shared basis. Through access to various data-banks by new advanced techniques, the Library Services Division has achieved new levels of support in meeting the requirements of the Department. Short-run demands for information were also met through the clipping service, by which some 180,000 copies of items were provided. Automation has been applied extensively in controlling and developing the periodical-subscription services to over 100 posts abroad, and much other support was given to the development of useful post libraries.

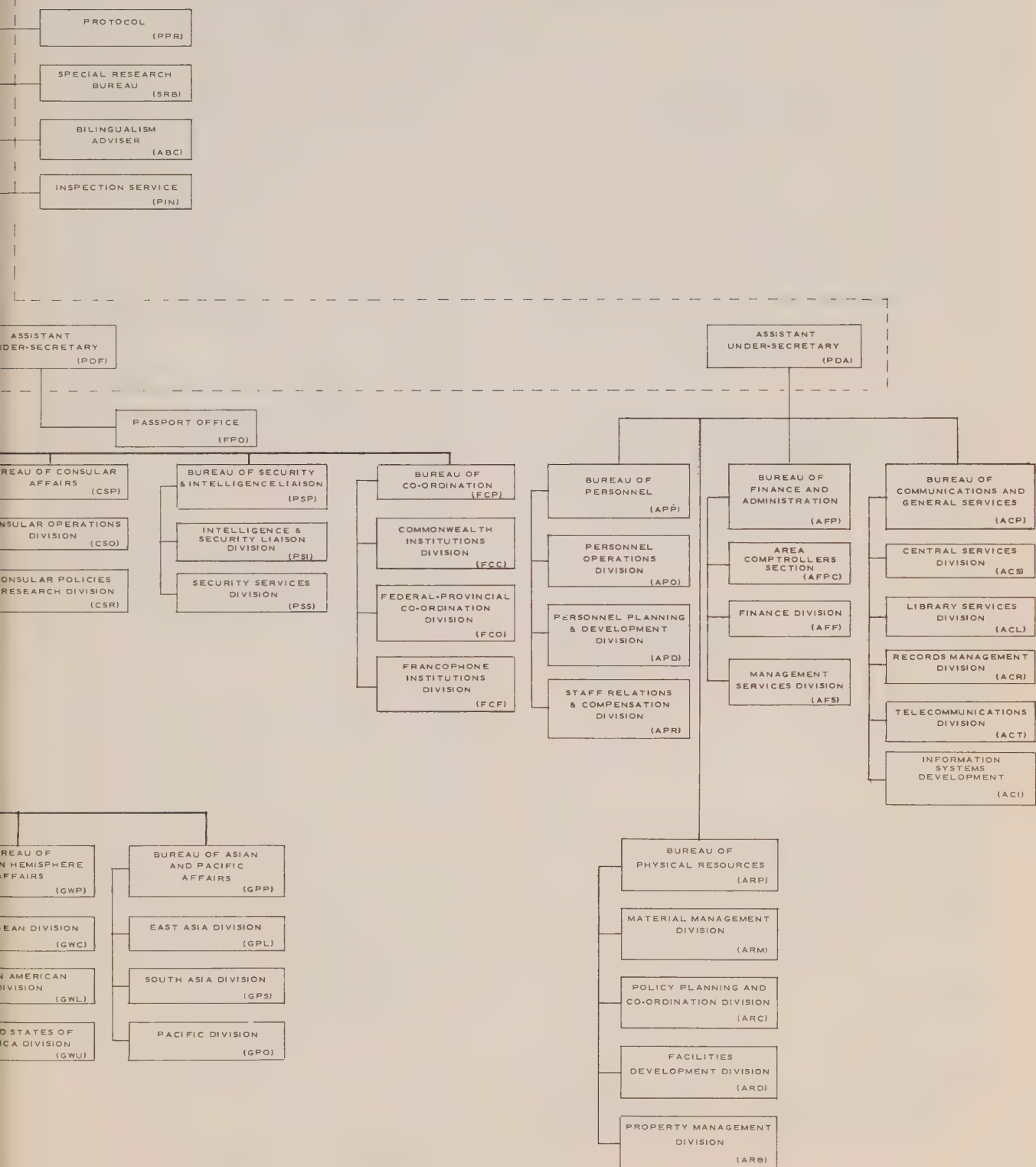
## Headquarters Environment

A memorial to the late Right Honourable Lester B. Pearson, in the form of a large mural in the main concourse of the building bearing his name, was unveiled at a ceremony on June 11. In attendance were Prime Minister Trudeau, Cabinet Ministers and many of Mr. Pearson's political and official colleagues.

The presence of the mural has contributed to the growing sense of permanence in the departmental occupancy of the building. The year 1975 marked a period of continuing adjustment to problems, as in any new home, but these are being gradually overcome, both by the Department as a whole and by individuals. The benefits of the concentration of all headquarters activities in one building are being increasingly realized through superior facilities for internal consultation and the improved organization and control of departmental administrative services.

# Department of External Affairs Headquarters Organization Chart







# International Agreements to which Canada is a party: Developments during 1975

## I Bilateral Agreements

### Barbados

Exchange of Notes between the Government of Canada and the Government of Barbados constituting an Interim Air Transport Agreement

Bridgetown, November 20, 1974

In force November 20, 1974

Extended by an Exchange of Notes signed at Bridgetown, December 8, 1975

### Belgium

Convention between the Government of Canada and the Government of Belgium for the Avoidance of Double Taxation and the Settlement of Other Matters with Respect to Taxes on Income  
Ottawa, May 29, 1975

### Brazil

Technical Co-operation Agreement between the Government of Canada and the Government of the Federative Republic of Brazil  
Brasilia, April 2, 1975  
In force June 6, 1976

### Britain

Film Co-operation Agreement between the Government of Canada and the Government of the United Kingdom of Great Britain and Northern Ireland  
London, September 12, 1975  
In force November 26, 1975

### Colombia

Exchange of Notes between the Government of Canada and the Government of Colombia constituting a Reciprocal Amateur Radio Operating Agreement  
Bogota, November 5 and December 2, 1975  
In force December 17, 1975

### Costa Rica

Technical Co-operation Agreement between the Government of Canada and the Government of Costa Rica  
San José, July 24, 1973  
Instruments of Ratification exchanged May 15, 1975  
In force May 15, 1975

### Cuba

Agreement between the Government of Canada and the Revolutionary Government of the Republic of Cuba establishing for Cuba a Development Line of Credit (with Memorandum of Understanding)  
Havana, March 18, 1975  
In force March 18, 1975

Air Transport Agreement between the Government of Canada and the Revolutionary Government of the Republic of Cuba  
Ottawa, September 26, 1975  
Provisionally in force September 26, 1975

### El Salvador

Technical Co-operation Agreement between the Government of Canada and the Government of El Salvador  
San Salvador, May 14, 1973  
Instruments of Ratification exchanged May 7, 1975  
In force May 7, 1975

### France

Convention between the Government of Canada and the Government of the French Republic for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and on Capital  
Paris, May 2, 1975  
Exchange of Notes between the Government of Canada and the Government of the French Republic Amending the Air Agreement signed August 1, 1950, as Amended  
Ottawa, September 8 and 19, 1975  
In force September 19, 1975  
With effect from September 8, 1975

Exchange of Notes between the Government of Canada and the Government of the French Republic concerning the Construction, Maintenance and Operation of a Second Cattle Quarantine Station in the Territory of Saint Pierre and Miquelon  
Ottawa, October 29, 1975  
In force October 29, 1975

### Germany, Federal Republic of

Air Transport Agreement between the Government of Canada and the Government of the Federal Republic of Germany

Ottawa, March 26, 1973  
Provisionally in force March 26, 1973  
Definitively in force February 18, 1975

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany Constituting an Agreement concerning the Continued Use of the Churchill Research Range (as Amended) signed at Ottawa July 8, 1969  
Bonn, September 16, 1975  
In force September 16, 1975  
With effect from July 1, 1975

Cultural Agreement between the Government of Canada and the Government of the Federal Republic of Germany  
Bonn, March 3, 1975  
In force November 6, 1975

## **Ghana**

Agreement between the Government of Canada and the Government of the Republic of Ghana concerning the Training in Canada of Personnel of the Armed Forces of the Republic of Ghana  
Accra, May 13, 1975

Exchange of Notes between the Government of Canada and the Government of the Republic of Ghana constituting an Agreement relating to Foreign Investment Insurance  
Accra, August 18, 1975

## **Honduras**

Development Co-operation Agreement between the Government of Canada and the Government of the Republic of Honduras  
Tegucigalpa, September 3, 1974  
Instruments of Ratification exchanged at Tegucigalpa, D.C., February 18, 1975  
In force February 18, 1975

## **Israel**

Convention between the Government of Canada and the Government of the State of Israel for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and Capital  
Ottawa, July 21, 1975

## **Jamaica**

Development Co-operation Agreement between the Government of Canada and the Government of Jamaica with Memorandum of Understanding  
Kingston, May 5, 1975  
In force May 5, 1975

## **Morocco**

Air Transport Agreement between the Government of Canada and the Government of the Kingdom of Morocco  
Ottawa, February 14, 1975  
Provisionally in force February 14, 1975

Agreement between the Government of Canada and the Government of the Kingdom of Morocco Relating to the Equipment of Regional Teaching Centres of Rabat and Safi  
Rabat, September 8, 1975  
In force September 8, 1975

Convention between the Government of Canada and the Government of Morocco for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and on Capital  
Ottawa, December 22, 1975

## **Netherlands**

Air Transport Agreement between the Government of Canada and the Government of the Kingdom of the Netherlands  
Ottawa, June 17, 1974  
Provisionally in force June 17, 1974  
Definitively in force July 15, 1975

## **Norway**

Exchange of Notes between the Government of Canada and the Government of Norway Amending the Agreement of July 15, 1971, concerning Sealing and the Conservation of Seal Stocks in the Northwest Atlantic  
Ottawa, April 18 and 23, 1975  
In force April 23, 1975, with effect from March 15, 1975

Agreement between the Government of Canada and the Government of Norway on their Mutual Fishing Relations  
Ottawa, December 2, 1975

Exchange of Notes between the Government of Canada and the Government of Norway Amending the Agreement of July 15, 1971, on Sealing and the Conservation of Seal Stocks in the Northwest Atlantic  
Ottawa, December 8 and 12, 1975  
In force December 12, 1975

## **Peru**

General Agreement on Technical Co-operation between the Government of Canada and the Government of the Republic of Peru  
Lima, November 23, 1973  
In force September 3, 1975  
Protocol of Amendment to Article VIII of the General Agreement on Technical Co-operation between the Government of Canada and the Government of the Republic of Peru of November 23, 1973  
Lima, July 2, 1975  
In force September 3, 1975

Development Loan Agreement between the Government of Canada and the Government of the Republic of Peru  
Lima, September 26, 1975  
In force September 26, 1975

Institutional Support Loan Agreement between the Government of Canada and the Government of the Republic of Peru  
Lima, September 26, 1975  
In force September 26, 1975

## **Spain**

Agreement between the Government of Canada and the Government of Spain for Co-operation in the Development and Application of Atomic Energy for Peaceful Purposes  
Madrid, July 7, 1975

## **Sweden**

Agreement between the Government of Canada and the Government of the Kingdom of Sweden concerning Defence Research Development and Production  
Ottawa, February 3, 1975  
In force February 3, 1975

Memorandum of Understanding Implementing the Agreement Dated February 3, 1975,

between the Government of Canada and the Government of the Kingdom of Sweden concerning Defence Research Development and Production  
Stockholm, February 26, 1975  
In force February 26, 1976

## **Switzerland**

Air Transport Agreement between the Government of Canada and the Swiss Federal Council  
Ottawa, February 20, 1975  
Provisionally in force February 20, 1975

## **Tanzania**

Exchange of Notes between the Governments of Canada and the United Republic of Tanzania Constituting an Agreement concerning Liability for Damages in Connection with a Program for Training in Canada of Pilots in the Tanzania People's Defence Force  
Ottawa, December 19, 1974, and January 2, 1975  
In force January 2, 1975

Agreement between the Government of Canada and the Government of the United Republic of Tanzania concerning the Training in Canada of Personnel of the Tanzania People's Defence Forces  
Dar-es-Salaam, September 6, 1975  
In force September 6, 1975

## **U.S.S.R.**

Exchange of Notes between the Government of Canada and the Government of the U.S.S.R. Extending and Amending the Agreement on Co-operation in Fisheries in the Northeastern Pacific Ocean off the Coast of Canada  
Signed January 22, 1971, as Amended  
Moscow, January 24, 1975  
In force February 19, 1975

Exchange of Notes between the Government of Canada and the Government of the U.S.S.R. Extending until April 15, 1976, the Agreement on Provisional Rules of Navigation and Fisheries Safety in the Northeastern Pacific Ocean off the Coast of Canada Dated January 22, 1971  
Moscow, January 24, 1975  
In force April 15, 1975



Exchange of Notes between the Government of Canada and the Government of the Union of Soviet Socialist Republics concerning Fisheries Matters of Mutual Concern  
Ottawa, December 22, 1975  
In force December 22, 1975

## **United Nations**

Agreement between the Government of Canada and the United Nations Regarding the Arrangements for *Habitat* — United Nations Conference on Human Settlements, 1976  
New York, December 23, 1975  
In force December 23, 1975

## **U.S.A.**

Exchange of Notes between the Government of Canada and the Government of the United States of America constituting an Agreement Concerning Pre-Sunrise Operation of Certain Radio Stations  
Ottawa, November 12, 1974, and January 22, 1975  
In force January 22, 1975

Exchange of Notes between the Government of Canada and the Government of the U.S.A. Extending the Agreement concerning Joint Participation in the Augmentor Wing Flight Test Project of November 10, 1970  
Ottawa, December 5, 1974, and March 24, 1975  
In force March 24, 1975

Agreement between the Government of Canada and the Government of the U.S.A. Relating to the Exchange of Information on Weather Modification Activities  
Washington, March 26, 1975  
In force March 26, 1975

Exchange of Notes between the Government of Canada and the Government of the United States of America Extending the Agreement of June 15, 1973, concerning Reciprocal Fisheries Privileges  
Ottawa, April 24, 1975  
In force April 24, 1975

Exchange of Notes between the Government of Canada and the Government of the United States of America Constituting an Agreement concerning the Organization and Operation of the North American Air Defence Command (NORAD)  
Washington, May 8, 1975  
In force May 8, 1975

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the Establishment of a Temporary Space Tracking Facility in Newfoundland in Connection with Project Skylab  
Ottawa, December 20, 1971, and February 23, 1972  
In force February 23, 1972  
Terminated November 17, 1975

Exchange of Notes between the Government of Canada and the Government of the United States of America Extending the Project Skylab Agreement  
Ottawa, September 30, 1974, and November 26, 1974  
In force November 26, 1974  
Terminated November 17, 1975

## II Multilateral Agreements

International Telecommunications Convention  
with Protocols and Annexes

Done at Malaga-Torremolinos, Spain, October  
25, 1973

Signed by Canada October 25, 1973

Canada's Instrument of Ratification Deposited  
January 20, 1975

In force for Canada January 20, 1975

Protocol Relating to Refugee Seamen

Done at The Hague, June 12, 1973

Canada's Instrument of Acceptance Deposited  
January 9, 1975

In force February 10, 1975

Convention on the Registration of Objects

Launched into Outer Space

Done at New York, January 14, 1975

Canada signed February 14, 1975

Agreement on the Rescue of Astronauts, the  
Return of Astronauts and the Return of Objects  
Launched into Outer Space

Done at London, Moscow and Washington,  
April 22, 1968

Signed by Canada April 25, 1968

In force December 3, 1968

Canada's Instruments of Ratification Deposited  
London, Moscow and Washington February 20,  
1975

In force for Canada February 20, 1975

Convention on International Liability for  
Damage Caused by Space Objects

Done at London, Moscow and Washington,  
March 29, 1972

In force September 1, 1972

Canada's Instruments of Accession Deposited  
London, Moscow and Washington February 20,  
1975

Entered into force for Canada February 20,  
1975

Canada's accession to the Convention on  
International Liability for Damage Caused by  
Space Objects was deposited with the following  
declaration:

"Having regard to the terms of operative  
paragraph 3 of Resolution 2777(XXVI) adopted  
by the General Assembly of the United Nations  
on 29 November, 1971, the Government of  
Canada hereby declares that it will recognize as  
binding, in relation to any other State accepting  
the same obligation, the decision of a Claims  
Commission concerning any dispute to which

Canada may become a party under the terms of  
the Convention on Liability for Damage caused  
by Space Objects opened for signature in  
Washington, London and Moscow on March 29,  
1972."

Convention on the International Regulations for  
Preventing Collisions at Sea, 1972

London, October 20, 1972

Canada's Instrument of Accession deposited  
March 7, 1975, accompanied by the following  
declaration:

"1. The Government of Canada considers that  
the provisions of Rule 10, 'Traffic Separation  
Schemes', do not provide the compulsory use of  
the adopted schemes. The Government of  
Canada considers that the compulsory routing of  
ships is necessary to avoid collisions between  
ships and the resulting damage to the marine  
environment.

"2. The Government of Canada notes that there  
are no exceptions to Rule 10(b), (c), and (h) for  
vessels engaged in fishing with nets, lines,  
trawls, trolling lines or other apparatus, or for  
vessels engaged in special operations such as  
survey, cable, buoy, pipeline or salvage  
operations, and that the exceptions in Rule 10(e)  
are not broad enough to adequately provide for  
vessels engaged in special operations. The  
Government of Canada considers that the  
practical application of Rule 10 would be  
complicated without realistic exceptions for  
fishing vessels and for vessels engaged in special  
operations.

"3. The Government of Canada therefore does  
not consider that it is prohibited from providing  
for the compulsory use of traffic separation  
schemes or providing for such exceptions to Rule  
10(b), (c), (e) and (h)."

Convention on the Prohibition of the  
Development, Production and Stockpiling of  
Bacteriological (Biological) and Toxin Weapons  
and on their Destruction

Done at London, Washington and Moscow,  
April 10, 1972

Signed by Canada April 10, 1972

Canada's Instrument of Ratification Deposited  
London, Moscow and Washington September  
18, 1972

Entered into force March 26, 1975

Protocol for the Continuation in Force of the International Coffee Agreement of 1968 as Extended

Done at New York, September 26, 1974

Signed by Canada March 27, 1975

Agreement Establishing a Financial Support Fund of the Organization for Economic Co-operation and Development

Done at Paris, April 9, 1975

Signed by Canada April 9, 1975

Convention on International Trade in Endangered Species of Wild Fauna and Flora

Done at Washington, March 3, 1973

Signed by Canada July 2, 1974

Canada's Instrument of Ratification Deposited April 10, 1975, with Reservations as to Appendices I and II and List of Species for Inclusion in Appendix III

British Commonwealth Merchant Shipping Agreement

Done at London, December 10, 1931

Signed by Canada December 10, 1931

In force December 10, 1931

Canadian Government Notice of Withdrawal from Articles 2 and 3 of Part I and Article 2 of Part IV Effective April 26, 1975

Onchocerciasis Fund Agreement

Done at Washington, May 7, 1975

Signed by Canada May 7, 1975

In force May 7, 1975

Agreement between the Government of Canada and the Governments of Dahomey, Mali, Niger, Senegal and Upper Volta Relating to a Section of the Pan-African Telecommunications Network

Done at Ottawa, May 14, 1975

In force January 1, 1976

Protocol Extending the International Wheat Trade Convention, 1971

Done at Washington, March 25, 1975

Signed by Canada April 14, 1975

Canada's Instrument of Ratification Deposited June 18, 1975

Protocol Extending the International Food Aid Convention, 1971

Done at Washington, March 25, 1975

Signed by Canada, April 14, 1975

Canada's Instrument of Ratification Deposited June 18, 1975

Amendments to Articles 10, 16, 17, 18, 20, 28, 31 and 32 of the Convention of the Inter-governmental Maritime Consultative Organization, 1948

Adopted at London, October 17, 1974

Canada's Instrument of Acceptance Deposited July 4, 1975

Tarbela Development Fund (Supplemental) Agreement, 1975

Done at Washington, August 15, 1975

Signed by Canada August 15, 1975

In force August 15, 1975

Revision of the Radio Regulations (Edition 1968) by the World Administrative Maritime Radio Conference

Done at Geneva, June 8, 1974

Signed by Canada June 8, 1974

Canada's Instrument of Approval Deposited September 8, 1975

Second Additional Protocol to the Constitution of the Universal Postal Union

Done at Lausanne, July 5, 1974

Signed by Canada July 5, 1974

Canada's Instrument of Ratification Deposited September 8, 1975

In force for Canada January 6, 1976

General Regulations of the Universal Postal Union and Final Protocol: Annex Rules of Procedure for Congresses

Done at Lausanne, July 5, 1974

Signed by Canada July 5, 1974

Canada's Instrument of Approval Deposited September 8, 1975

In force for Canada January 6, 1976

Universal Postal Convention with Final Protocol and Detailed Regulations

Done at Lausanne July 5, 1974

Signed by Canada July 5, 1974

Canada's Instrument of Approval Deposited September 8, 1975

In force for Canada January 6, 1976



Protocol to the International Convention for the Northwest Atlantic Fisheries  
Done at Washington April 8, 1975  
Canada's Instrument of Approval Deposited September 18, 1975

Amendments to Chapters II, III, IV and V of the International Convention for the Safety of Life at Sea, 1960  
Adopted at London, November 20, 1973  
Canada's Instrument of Acceptance Deposited October 7, 1975

International Sugar Agreement, 1973  
Done at Geneva October 13, 1973  
Signed by Canada December 14, 1973  
Canada's Instrument of Ratification Deposited December 28, 1973  
In force for Canada definitively October 15, 1974  
Resolution to Extend Agreement until December 31, 1976, Accepted by Canada October 31, 1975

Amendment to the Annex to the Convention on the Facilitation of International Maritime Traffic, 1965  
Adopted at London, January 2, 1975  
Canada notified the Secretary-General of IMCO of its acceptance of this amendment November 5, 1975, subject to the following difference:  
"The Department of Manpower and Immigration of the Government of Canada requires that the Master of a ship shall, on each occasion when the ship arrives at a port in Canada from a port outside Canada, forthwith deliver to the Immigration Officers in Charge a crew list on the form prescribed by the Minister (FAL Form 5), and present such members of the crew for examination as may be required."

Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter at Sea  
Done at London, Washington, Moscow and Mexico December 29, 1972  
Canada signed at Mexico December 29, 1972  
Entered into force August 30, 1975  
Canada's Instrument of Ratification Deposited London, Washington, Moscow and Mexico November 13, 1975  
In force for Canada December 13, 1975

Amendment of the Annex to the Convention on Facilitation of International Maritime Traffic Respecting a Recommended Practice for the Development of Standardized Symbol Signs for Use at Marine Terminals and Aboard Passenger Vessels  
Done at London, May 20, 1975  
Notification of Canada's Acceptance Deposited December 9, 1975

Customs Convention on Containers  
Done at Geneva, December 2, 1972  
Signed by Canada December 5, 1972  
Canada's Instrument of Ratification Deposited December 10, 1975  
Date of entry into force for Canada June 10, 1976

Agreement on an International Energy Program  
Done at Paris, November 18, 1974  
Signed by Canada November 18, 1974  
Instrument Certifying Canada's Consent to be Bound Deposited December 17, 1975  
Canada signed and certified its consent to be bound "to the extent not incompatible with its Constitutional system".











External Affairs  
Canada

Affaires extérieures  
Canada













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